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ABSTRACT

This study describes the development of Alberta's public (2-year) college system, and evaluates the various mechanisms for coordination which have been used. Data were gathered from records and reports, by interviews and by a questionnaire which was administered to college presidents and board chairmen. The analysis of the data suggest the existence of three distinct phases of college coordination: private junior college operating in affiliation with the University of Alberta, expansion of public college system, and formal and specific provincial coordinating agencies. Conclusions suggest that coordination is effective in decision areas in which statutory authority is deficient. This was most apparent in decision areas affecting both the public colleges and other provincially owned postsecondary institutions and universities. Recommendations suggest that the commission form of coordination should be retained and that its authority be increased to allow for the coordination of the total nonuniversity postsecondary system rather than just one part of it. An extensive bibliography and appendices of related material are included. (Author)

RESEARCH STUDIES IN POST SECONDARY EDUCATION NO. 18

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COLLEGE COORDINATION IN ALBERTA! SYSTEM DEVELOPMENT AND APPRAISAL

by

JAMES MATTHEW SMALL

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COLLEGE COORDINATION IN ALBERTA: SYSTEM DEVELOPMENT AND APPRAISAL

By

James Matthew Small

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Any views expressed in this paper are those of the author. They should not be interpreted as reflecting the views of the Commission or the official opinion of any of its governmental or research sponsors.

FOREWORD

Mr. Small's study is another in a series of studies supported in part by the Alberta Colleges Commission. The series examines a wide variety of issues related to post-secondary education in general and to the public colleges in particular.

System and institutional governance and coordination have been the focus of several recent studies. The topics selected for research include an analysis of future issues in coordination, student involvement in the governing process, and a theoretical examination of organizational structures. Mr. Small's study fills an obvious gap in the research by examining in detail the structures and mechanisms for coordination which have been in use in the Province of Alberta.

By describing the evolution of the Alberta college system, Mr. Small highlights the problems in coordination which tend to result when the coordinating agency lacks statutory authority over all members of the system. By a selective review of literature dealing with coordination in both Canada and the United States, the author develops criteria for evaluation of coordinating mechanisms.

Mr. Small's evaluation of coordinating mechanisms and his concluding observations and suggestions deserve careful consideration by decision makers in Alberta and elsewhere in Canada.

R. A. Bosetti,
Director of Planning & Research,
Alberta Colleges Commission.

ABSTRACT

COLLEGE COORDINATION IN ALBERTA: SYSTEM DEVELOPMENT AND APPRAISAL

By

James Matthew Small

The purposes of this study were to describe the development of Alberta's public college system with emphasis on mechanisms of coordination; to identify and illuminate important decisions from the past which had system-wide implications; and to evaluate coordinative arrangements, especially those currently in force.

The principal method of investigation was a systematic examination of records and reports such as minutes of government agencies, minutes of University of Alberta committees, Provincial legislation, official government reports, special studies and dissertations.

Primary data sources were also utilized in the form of interviews with knowledgeable persons, and questionnaire responses of public college leaders.

The data were organized into two parts, the first describing college system developments in Alberta, and the second dealing with an assessment of coordination mechanisms.

The analysis of the data suggested the existence of three distinct phases of college coordination: phase I, from 1930 to 1957, characterized by private junior colleges operating in affiliation with

the University of Alberta; phase II, from 1957 to 1967, characterized by an expanding public junior college system; and phase III, beginning in 1967, characterized by formal and specific provincial coordination agencies.

Assessment procedures were largely subjective in the case of the first two phases, judgments being made on the basis of impressions gathered when viewed in the light of the literature on coordination. Current arrangements for coordination under the Colleges Commission were evaluated more rigorously, by means of a questionnaire and criteria derived from the literature.

Until 1967 the junior college scene was dominated by the University of Alberta which, through its Committee on Junior Colleges, administered affiliation arrangements with public and private junior colleges. The primary orientation of these colleges was towards university-parallel studies which were controlled by the University. In this way the University successfully discharged its responsibility for the maintenance of academic standards, but it did not presume to exercise leadership in the development of a coherent junior college system.

The need for a better articulated post-secondary education system was recognized by the Government of Alberta in the mid-Sixties at which time the issue of what would constitute the best structural forms for doing so was keenly debated. One reason for disagreement was the existence of a variety of institutional forms offering post-secondary education programs.

In the absence of consensus the Government established the

Provincial Board of Post-Secondary Education to provide immediate coordination of the public colleges only, and to discuss further the structure of the total post-secondary system. The Board was successful in developing and coordinating a comprehensive public college system, but was unable to convince the provincial government of the desirability of a unified system which would also include the rural agricultural and vocational colleges and the urban technological institutes.

The Colleges Commission, which evolved from the Provincial Board, proved its ability to coordinate the public colleges with general acceptance but, like the Board, has been frustrated in its attempts to rationalize the total system and develop functional and harmonious affiliation arrangements with the universities.

The conclusions reached confirm the theoretical premise that coordination is ineffective in decision areas in which statutory authority is deficient, but deny the claim that state level coordination inevitably results in institutional standardization and loss of local sensitivity.

The major recommendations are that changes should be made to empower a provincial body to coordinate the total non-university post-secondary system at least, that the degree of control with respect to public colleges should not be increased, and that the Alberta Colleges Commission, by its past performance, has demonstrated its potential to fill such an expanded role.

Finally, with respect to articulation between the colleges and universities, in the absence of an overall coordinating agency or of voluntary agreements between existing agencies, the intervention of the provincial government in imposing a solution would be warranted.

ACKNOWLEDGMENTS

A debt of appreciation is owed to faculty in two universities for their support in the conduct of this study. To my advisor, Dr. J. H. Nelson and committee members Drs. F. G. Parker and M. R. Raines at Michigan State University, I express my sincere thanks for their counsel at the beginning and final phases of this study, and for their continuing consideration and cooperation in simplifying the logistics of a study conducted in absentia. Special thanks are accorded to Dr. Walter Johnson for his participation and advice in the final examination while substituting for an absent committee member.

I am also indebted to my colleagues at the University of Alberta, especially Dr. G. L. Mowat and members of the College Administration Project for their support during the data gathering and writing stages, and to Mr. J. R. Ramer, graduate student, who showed insight and personal initiative while assisting in data investigation.

I wish to express my appreciation of the cooperation and direct assistance of the Alberta Colleges Commission through its professional officers and staff, and to acknowledge the contribution of many other persons involved in higher education in Alberta who gave of their time to present their views.

Finally, I acknowledge the support and encouragement of Marjory, Greg and Stephen, who share in large measure the credit for the completion of this undertaking.

J. M. S.

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Chapter 1

INTRODUCTION

Background to the Study

The study which is reported here was first conceived in Chicago in March 1971 as a result of conversations with Dr. H. Kolesar, Chairman of the Alberta Colleges Commission. Following a period of exploration of the topic with Dr. G. L. Mowat, Chairman of the Department of Educational Administration and Coordinator of the Kellogg-sponsored College Administration Project, University of Alberta, a proposal was submitted and approved by the Thesis Advisory Committee at Michigan State University. Data were gathered in Alberta during the fall and winter of 1971, with the cooperation of the Alberta Colleges Commission staff, and the University of Alberta.

Purposes of the Study

The purposes which directed the study were as follows:

1. To describe the development of the Alberta Public College system from the period of initialization of the Lethbridge Junior College (c.1950) up to the summer of 1971, in terms of significant events, legislative enactments and other government actions, emergence of colleges and programs, and means of coordination and control.

2. To explicate further important decisions having system-wide implications by identifying:

    a. issues and alternatives

    b. arguments posited to support the various alternatives

c. the means of resolution of issues

d. the level of satisfaction with the decision on the part of those involved in or affected by it, and

e. the impact and outcomes of the decision as revealed by subsequent events.

3. To evaluate mechanisms for coordination as perceived by college leaders.

4. To provide thereby a broader knowledge base from which to evaluate present and emerging trends and alternative directions in the coordination of higher education in Alberta.

Delimitations

1. The study focuses on events which occurred during the last twenty years in Alberta. Other historical facts are included for the clearer understanding of this period.

2. The study focuses on the coordination of public, comprehensive, two-year colleges, frequently referred to as junior or community colleges. Reference is made to other institutions of higher education such as specialized two-year institutions and universities only in so far as it contributes to a clearer understanding of the comprehensive two-year college (known in Alberta as the public college).

Limitations

The study is limited by the data gathering techniques which drew mainly from secondary sources, such as reports, records and minutes. Wherever possible added insight was derived by interviews

with people directly or indirectly involved in the matter in question. In this way many significant personages (see Table 1) made primary inputs which are acknowledged throughout the report. In some instances primary data which might have been significant were not available due to the inaccessibility of the person in question. It is therefore hoped that other researchers of this topic will supplement these limitations by drawing on different sources.

Definition of Terms

No new terms have been created for this study and common interpretations have been used throughout. When special provincial bodies or other agencies are first introduced the full title is used, but in dealing with such bodies abbreviations have been used when no confusion was seen to result. In this way, for example, The Provincial Board of Post-Secondary Education is referred to variously as the Board, or the Provincial Board, and the University of Alberta Committee on Junior Colleges is likewise referred to as the Committee. Generally the terms "post-secondary education" and "higher education" are used synonymously to include both university and non-university institutions, but in context "post-secondary education" may be used to refer only to non-university matters, such as when used in the expression "Provincial Board of Post-Secondary Education." Where there is doubt of the meaning of terms from the context the term is clarified, for example, "post-secondary (non-university) educational system."

The same technique has been used with respect to Alberta public colleges. These are referred to frequently simply as "colleges"

Table 1

Primary Data Sources

Interviewee	Time and place	Format	Position at point of interest
H. Kolesar	Edmonton Aug.-Sept/71	Informal	(1)Executive ass't Prov. Board of Post-Secondary Education (2)Chairman, Prov. Board (3)Chairman, Alberta Colleges Commission
B. Perrin	Medicine Hat Oct. 12/71	Informal	Registrar, Medicine Hat College
O. D. Alston	Lethbridge Oct. 12/71	Formal	Director of Liberal Studies Lethbridge Junior College
W. D. Burns	Edmonton October/71	Informal	Sec'y, University of Alberta Committee on Junior Colleges
M. Fenske	Edmonton Oct.-Dec./71	Informal	(1)Executive ass't Prov. Board of Post-Secondary Education (2) Director of Administrative services, Alberta Colleges Commission
R. Fast	Edmonton Oct.-Dec./71	Informal	Executive Ass't Prov. Board of Post-Secondary Education Director of Instructional Services, Alberta Colleges Commission
J. C. Jonason	Edmonton Oct.26/71	Telephone (30 mins)	Executive Sec'y, Fact Finding Committee
D. Campbell	Edmonton Nov. 2/71	Telephone (20 mins)	Co-chairman, Conference on Post-Secondary and Continuing Education
G. L. Mowat	Edmonton Nov. 17,19/71	Formal	Chairman, Provincial Board of Post-Secondary Education
W. D. Neal	Edmonton Nov. 24/71	Formal	Chairman, Coordinating Council Committee on Junior Colleges

Table 1 (Continued)

Interviewee	Time and place	Format	Position at point of interest
H. T. Coutts	Edmonton, Dec.16/71	Formal	Dean and member of the University of Alberta Committee on Junior Colleges
S. C. T. Clarke	Edmonton Dec.15/71	Formal	Executive Sec'y, Alberta Teachers' Association
T. C. Byrne	Edmonton Dec.21/71	Formal	Deputy Minister of Education
G. Yackulic	Red Deer Dec.21/71	Formal	City Editor, Lethbridge Herald
M. Parsons	Red Deer Dec.21/71	Formal	Chairman, Board of Red Deer College
R. McKinnon	Edmonton Dec.22/71	Formal	Minister of Education
Rev. R. A. Frantz	Edmonton Dec.30/71	Telephone (10 mins)	President, Concordia College
J. Haar	Edmonton Feb 2/72		President, Grant MacEwan College

except where it was necessary to distinguish between public colleges and other colleges such as agricultural and vocational colleges.

Data-Gathering Procedures

The method used may be best described as progressive multi-lateral inquiry starting with the minutes of the Provincial Board of Post-Secondary Education. This led in sequence to the minutes of standing committees of the Board, minutes of the Colleges Commission, agenda packages and other files of the Colleges Commission, the minutes of the University of Alberta Committee on Junior Colleges, reports of the Coordinating Council Junior College Committee, and to certain files and reports of the Department of Education. These, together with more widely available documents such as dissertations and published reports of governmental agencies and commissions, comprised the secondary data sources.

In turn the documents referred to above identified significant personages for possible interview, in addition to those named as leaders of the movement or informed persons, by Dr. Kolesar, Chairman of the Colleges Commission.

In addition to the analysis of documents and interview techniques, a questionnaire instrument was administered to public college leaders, being the President and the Chairman of the Board of Trustees, in most cases. The development of this questionnaire followed the acquisition of information reported in the first part of the study and is described, with a full statement of its purposes, in Chapter 7.

Data Analysis

Since there were no hypotheses to direct the investigation the organization of the data was determined by its intrinsic qualities. It was considered inappropriate to develop hypotheses or models of coordination and later combat the temptation to distort the data to fit. The approach used was to collect the data first, sift and sort it and organize it into a coherent body of knowledge. In this way certain trends and phases in the evolution of an integrated college system were perceived, and their actual existence hypothesized.

A description of the Alberta College system and its various evolutionary phases was then prepared and offered for the scrutiny of Dr. W. H. Swift, a noted educational historian and writer, formerly Deputy Minister of Education and Chairman of the Alberta Universities Commission, now retired. In this way errors of interpretation, bias or omission were reduced or eliminated, for the early periods (phases I and II) of this history.

By a similar process Drs. H. Kolesar and M. Fenske of the Alberta Colleges Commission vetted the description, with particular attention to phase III. Following each commentary, the questions raised prompted further inquiry which led to several revisions of the draft. Nevertheless the author accepts final responsiblity for any errors of interpretation which remain, while acknowledging the value of first-person validation.

Significance of the Study

Since the creation of the Lethbridge Junior College in 1957 there has been considerable expansion of opportunities, and of legislative activity in the field of junior college education in Alberta. Enrollments rose to 3,600 F.T.E. students by the 1969-70 academic year and an estimate of 15,000 plus is forecast for 1974-75 (A.C.C., 1971c: 26). The number of public colleges has increased to six with offerings in approximately sixty-five different programs which can be classified in the following areas: agriculture, arts, business and administration, communication, health and social welfare, home economics, industrial and technical and university transfer.

A comprehensive curricular program such as is clearly in effect increases the need for system level coordination, and planning. In addition there is the added complexity introduced by the existence of three agricultural colleges and two technological institutes which provide one to four years of specialized education. While not truly a part of the public college system, legislative provision exists for their future inclusion and they must, of necessity, feature in any plans for system rationalization.

The Colleges Act (Gov. of Alberta, 1969) specifies that public colleges be placed under the direct administrative control of boards of Governors appointed by the Lieutenant Governor in Council.[1] The Colleges Commission supplies a leadership function which may be exercised in a varity of ways (A.C.C., 1971c:17-18):

(a) initiation of and provision for new programs;

(b) promotion and support of a variety of research projects;

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[1] In Canada, by terms of the B.N.A. Act, public education is a matter for provincial jurisdiction.

(c) provision of specialized central office staff to assist colleges in areas where need arises;

(d) providing strong representation to government and public alike to point out objectives of the system and to help achieve its objectives.

The commission also has regulatory powers relative to the following specific aspects:

(a) to determine how funds provided by the legislature are to be distributed among the members;

(b) to advise the Lieutenant Governor in Council on the establishment of new members of the college system;

(c) to regulate or prohibit instructional programs offered in the colleges;

(d) to review for approval all capital projects of colleges; and

(e) to review for approval other aspects of college operation deemed appropriate for central consideration.

Apparently the commission has considerable power to shape the development of college education in Alberta, although it may not necessarily choose to use it. Limitations on the exercise of powers may arise from natural checks and balances such as the willingness of local boards to acquiesce, lack of consensus within the commission which is representative of a wide range of public opinion, or pressures on the commission's permanent staff.

Hannah (1967) stated that many significant developments in our social, political, and educational systems have come not as a result

of rational planning, but as healthy spontaneous reaction of intelligent and responsible people to the stimuli of recognized social, political and educational needs. Progress in education may therefore come largely through compromise decisions shaped by social and political forces.

In similar vein McConnell (1962:vi) states that the subtle nature of human motivation and the social forces that play on individuals and institutions has prevented the emergence of neat and rational patterns of higher education. He goes on to state (1962:3) that pressure to devise master plans may emanate from legislative or executive government agencies concerned primarily with the expansion of existing institutions at minimum cost, and with little alteration of their character and functions.

Glenny (1959:61) also stresses the importance of appreciating and understanding the situational context in which a coordinated system develops. Politics and history of development bear upon the powers and organization of the central agency. "The result of this great diversity in factors influencing higher education and its government. . .is the present lack of any standardized pattern of coordination."

McConnell (1962:101) summarizes the relatedness between coordinative systems and the contextual situation by concluding that "each state must work out a program that is consistent with its own traditions, and its own cultural, economic, geographic, and demographic conditions."

Finally Henry (McConnell, 1962:160) adds perspective by

cautioning that "coordination is a result, not a process. It cannot be imposed. It does not arrive suddenly. It does not come through edict or mandate. Effective state plans grow out of the experience of institutions in working together."

The purpose of these citations is to illustrate that legally enacted power is not the sole determinant of coordinated activities, but that coordination and planning are evolving functions which can only be understood and managed by taking into account the antecedent and current situational variables of a social, political and ideo-syncratic nature.

The significance of the study here proposed is twofold. First by describing the shaping of decisions which have deeply affected the configuration of the public college system up to this point, a keener understanding of the modus operandi for the future may result, and secondly a historical study has intrinsic value as a contribution to the chronicles of education.

Kerlinger (1964:698) describes historical research as the "critical investigation of events, developments, and experiences of the past, the careful weighing of evidence of the validity of sources of information on the past, and the interpretation of the weighed evidence." In explaining its importance he extracts the following excerpt from a report of a committee of historians (1964:700):

> Historiography has a necessary relevance to all the social sciences, to the humanities, and to the formulation of public and private policies, because (1) all the data used in the social sciences, in the humanities, and in the formulation of public and private policies are drawn from records of, experience in, or writing about the past; because (2) all policies respecting human affairs, public or private, and all

> generalizations of a nonstatistical character in the social sciences and in the humanities involve interpretations of or assumptions about the past; and because (3) all workers in the social sciences and in the humanities are personalities of given times, places, and experience whose thinking is consequently in some measure conditioned and determined by the historical circumstances of their lives and experiences.

Kerlinger (1964:698) considers historical research especially important in education, and states that besides the intrinsic interest of history "it is necessary to know and understand educational accomplishments and developments of the past in order to gain a perspective of present and possibly future directions."

Nowhere is this need for insight more critical than in the field of post-secondary education, and it seems particularly so in Alberta in view of the succession of events and counter-events of the last two decades, which have characterized the development of the college system.

These events are the subject of this study, and although the focus is on the past the implications rest with the future in terms of the long-range plans and policies which will emerge under the influence of this and other studies.

In June 1969 the Alberta government created a Commission on Educational Planning under the direction of Dr. W. H. Worth to launch a broad-scale inquiry into current social and economic trends and their educational consequences for Albertans over the next two decades.

In a policy statement issued in January 1970 the Minister of Education stated that one of the greatest challenges of the future, which the Worth Commission must deliberate, is the continuous reform of our post-secondary education system (University of Alberta, 1970a:1).

One challenge will be comprehensive planning of the three-part system. In its brief to the Worth Commission the General Faculties Council of the University of Alberta referred to this need (University of Alberta, 1970b:4) by recommending that thought be given "to the kind of organization that would enable direct participation by and cooperation between institutions within a local region in dealing with such common problems as enrolment projections and the use of scarce resources."

Whatever changes occur and new forms emerge it is inevitable that there will be wide differences of opinions and conflicts of interests, but it is essential that the best conceived plans be implemented for the benefit of the province and the future welfare of the students of all ages who participate in post-secondary education. The practical significance of this study is that the information which is gathered and organized may help to facilitate the implementation of future plans by explaining at least some of the important decisions which have occurred in the recent past.

Organization of the Report

Chapter 2 is a summary of the literature on coordination of higher education, including a brief statement of the current situation and trends in the United States and Canada. Chapter 3 consists of an outline of the development of various kinds of non-university institutions of post-secondary education in Alberta.

Chapters 4, 5, and 6 describe the three phases of college coordination which emerge from the data, and the last of these

chapters ends with some conclusions on college coordination in Alberta.

Chapter 7 deals with the questionnaire responses of current public college leaders, which reveal their perceptions of the Colleges Commission.

Final conclusions and observations are presented in Chapter 8.

Chapter 2

RELATED LITERATURE

THE RATIONALE FOR STATE LEVEL COORDINATION

The Nature and Purpose of Coordination

Higher education in the United States and Canada has traditionally been characterized by the existence of semi-autonomous and independent institutions, each with its own appointed board of governors, and each offering programs of studies to a selective body of students in keeping with its inherent, ingrown and often unstated philosophy. While this laissez-faire arrangement may have sufficed in the 19th and early 20th centuries, societal and philosophical changes following the second world war brought new demands from the public and their elected representatives for greater control over the activities of higher education.

Glenny (1959:12) presents the fundamental reasons he perceived for the changing attitude towards colleges and universities as falling into two categories:

1. The increasing complexity of higher education itself in terms of the expansion of enrolments, diversification of programs, and multiplication of institutions.

2. The increasing size of, and structural and procedural changes within state government, such as the consolidation of state agencies into a small number of departments, clearer lines of authority

between the governor and the agencies, staff offices and regulations to provide control mechanisms, elimination of administrative boards and commissions, and the placing of audit systems under the legislative branch.

Erickson (1968:22-) lists six forces which he identifies with the national trend towards state coordination.

1. Acceptance of the view that educational needs cannot be met entirely by planning at the institutional level, or by voluntary consortiums.

2. The rapid growth of the community college.

3. Increased state financing of higher education.

4. Expansion of federal grants which require state level administration.

5. Growing awareness of the relationship between educational planning and public policy.

6. The experience of states like New York, Florida, Alabama, Illinois, Texas, and Minnesota where master plans for higher education have been developed.

In discussing the shift of control from locality to state, Wattenbarger (1968:10) suggests the following additional forces:

1. Population mobility - the movement of families from one home to another.

2. Trends toward centralization and consolidation in industry and government.

3. The recognition of the value of planning and coordination.

4. The re-emphasis of state responsibility for education.

5. The recognition of the need for education at all levels of employment.

Palola (1968:19) on the other hand explains the changing centers of power in higher education in terms of the new relationship between the campus and its communities. "Today, colleges and universities are being pulled into society and its problems to an extent unprecedented at any time in the history of American higher education." In four states studied the main issues of concern were money, student/faculty conduct, returns on investments, and the role of the legislature in planning, budgeting and general control over higher education.

Glenny (1959:17) gives several immediate reasons for coordination. Foremost among them is the demand for economy and efficiency from legislatures faced with burgeoning educational costs. Two related reasons are (1) the rivalry between colleges for resources, and (2) the expanding tendency of institutions both of which have involved intensive lobbying by individual colleges. Finally (and most tentatively) there is an increased acknowledgement by colleges of some of the benefits of coordination.

The need for coordination in some form is now no longer a controversial matter in the United States (Pliner, 1966:7). It has been justified by the persistence of the factors recognized by Glenny in 1959, and especially by the phenomenal growth of community-junior colleges during the sixties and seventies, and by the outlook for the next decade. The Carnegie Commission on Higher Education (1970:59) predicts an increase in enrolment in two-year colleges from approximately two million students today to three to four million by 1980 in the United States, an increase in the range of 65 to 137 per cent.

When enrolment in all post-secondary education is considered student numbers jumped from under two millior in the late 1940's to over six million by 1966, and are projected to reach twelve million by 1980 (Berdahl, 1971:28).

In Canada the expansion of higher education opportunity while less dramatic is no less real. Campbell (1971a:75) predicts on the basis of his observations of current developments in the provinces that, as in the United States, the number of colleges will sharply increase until a college exists within commuting distance of almost every citizen.

While in some states the coordination of two-year colleges is separated from that of senior colleges and universities there is no doubt that the community college phenomenon has played an important part in the acceptance of coordinative mechanisms for all higher education, not only with a view to controlling costs, but also to providing the necessary articulation between institutions which can no longer be thought of as independent entities.

Coordinative mechanisms are found in a wide variety of forms, which have arisen more by expediency than by design and consequently a system found effective in one state will not necessarily suit the needs of another. Generally, however, the concerns and broad purposes are the same. Glenny (1959:87) assumes that the purpose of coordination is to regulate and combine in harmonious action the various components of the higher education system. Millett (1967:13) defines coordination as the procedure for adjusting conflicts between governmental agencies having related interests and for

eliminating or reducing overlapping and duplication of administrative activities. Stuckman (1969:37) speaks of "effective" and "efficient" coordination where "effective" refers to meeting the institution's needs and "efficient" refers to meeting the states' educational needs. In each case there is an acknowledgement of various inherently conflicting but legitimate interests which by rational and considerate action can be mutually satisfied.

The Case for Coordination

Many writers have discussed the "pros" and "cons" of coordination, and generally agree on the purposes served and on the problems which may be encountered.

Glenny in 1959 reported in his national survey of state coordination four essential functions which can best be carried out by central agencies (Glenny, 1959:59):

1. Planning and policy-making.
2. Allocation of functions and programs to state institutions.
3. Determination of financial needs and budget requests.
4. Facilities planning and support.

Planning and allocation. There are two levels of planning which must be considered. Planning may be conceived of as giving meaning to action. The work done by an administrative agency will achieve its goals only if careful plans have been prepared which show what it is to be accomplished. Short-range ad hoc or contingency planning attempts to deal with situations as they arise or might arise. Long-range planning on the other hand is a deliberate attempt

to direct a total system towards the achievement of goals which are generally subscribed to. The state master plan for higher education is the consummation of coordination, and is its ultimate objective. However, the master plan itself is subject to continuous revision as conditions change, thus the work of the central agency, however advanced, is never finished.

The development of an adequate master plan requires a broad frame of reference, and access to relevant and reliable data.

Most states lack an adequate data base (Texas, New Mexico, California and Oregon excepted) the chief weakness being that institutions predict for themselves with biases (Glenny, 1959:74).

Conant (1964:50) states that often complicated questions of expansion and control are answered with little thought to long-range plans which should take into account state and national interest: "One of the most conspicuous characteristics of the educational interests at the university and college levels in many states is the lack of consensus among the interests. Genuine political battles have become the normal pattern."

Bender (1968:59) refers to the role of the state agency as maintaining a "delicate balance of creative tensions." Man has two conflicting forces which are at different ends of the scale: the instinct for self-preservation which, when carried to extremes, can be viewed as selfishness, and the forces of loyalty to the family unit or community. The long-range plan must take account of these drives by encouraging the participation of every institution affected, but taking a firm stand on priorities and allocative decisions which are

equitable and for the common good. Such action is only possible by a state level agency endowed with the necessary authority and equipped with expertise and vision.

The responsibility of the coordinating agency for master-planning is now generally acknowledged though this has not come about with ease. Hurlburt (1969:3) from his review of the literature of community college development in states that have achieved a state master plan comments on the struggles of strong and visionary leaders or groups to bring about a state system of community colleges so that every citizen might have the opportunity to receive the education for which he has the capacity.

Hurlburt (1969:3-7) develops a rationale for state master planning around fourteen major purposes:

1. The state master plan is a way for the state to express its concern for the educational welfare of its adolescent and adult citizens.

2. The state master plan describes an organized system of higher education, not just a group of institutions.

3. A state master plan provides a way of meeting both universal needs and diverse needs.

4. A state plan is an effective way to describe a minimum foundation program.

5. A state plan assists communities to assess their own capabilities and readiness to develop a college.

6. A master plan provides a means of removing community college establishment and development from purely political

considerations and local pressures.

7. The state master plan is an effective vehicle for systematic planning and for establishing priorities.

8. A state plan serves to insure coordination of higher education effort.

9. An adequate master plan provides a basis for further planning.

10. The development of a state plan opens areas of needed research.

11. The development of a master plan encourages and facilitates systematizing routine state services.

12. Cooperative state planning including both public and private institutions improves both state and local planning.

13. The development of a master plan reveals inadequacies in legal provisions for community colleges, hence it is a basis for preparing new laws.

14. A master plan is an effective public relations instrument.

It is obvious from the above list that planning and coordination are integrally tied. In fact as spelled out in the Oklahoma plan (Hurlburt, 1969:6): "Coordination is the planning for and systematic allocation of responsiblity and resources among institutions to promote maximum efficiency and effectiveness in the achievement of higher education goals."

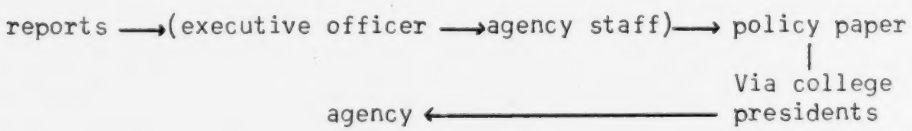
Whether a master plan exists or not decisions must be made on the allocation of functions and programs to state institutions. Obviously this task is considerably simplified if decisions can be

seen to follow rationally from some overall plan. Glenny (1966:32) states this clearly as follows:

> Within the prescribed policy perimeters of a master plan the agency may properly recognize its short-run functions of budgeting and program approval without the capricious characteristic of expedient ad hoc planning. The more clearly defined the long-range objectives, the more rationally and easily made are decisions on immediate expansion plans of individual institutions or systems of institutions. Such planning also works to the advantage of the college administrators and state officials in that both have a basis beyond aspiration and wishful thinking for making decisions.

Nevertheless there is still scope for the exercise of judgment and discretion in the assignment of priorities within some grand design. Thus the factor of political influence can never be totally discounted. A state coordinating agency, however, is essential in order to provide an alternative to the legislative lobbies, where educators may be assured of a fair hearing and may participate in the decision-making processes.

The following flow chart depicts the relationship between the appointed state agency, its staff, and college presidents in formulating policy.



College presidents may be represented on study committees, as well as being able to react to proposed policy before it is submitted for official approval. Frequently informal gatherings of state and local officials supplement the formal, scheduled, meetings. In all systems public airing of conflicts and dissension among the

institutions is discouraged (Glenny, 1959:70).

According to McConnell (1962:3) the pressure to devise master plans ordinarily stems from the legislature and is "little more than an effort to plot the expansion of existing institutions at minimum cost and with little alteration of their character and functions." Only a state-sanctioned agency is likely to have the status to withstand such pressure in implementing decisions which involve changed roles for existing institutions and the creation of new ones.

Glenny (1959:89) proposes three allocative goals of the coordinating agency. These are (1) economy, (2) diversification, (3) control of unnecessary proliferation. Generally the central agency has experienced more success in its attempts to allocate new functions than to reallocate existing ones, since any proposed reduction or change is interpreted as a slight to the community (Glenny, 1959:101). But according to Millett (1967:14) the state agency cannot be expected to settle or adjust every case of conflict: "The most it can do is select critical issues which seem to demand attention primarily in terms of public and political interest or impact." He goes on to say (1967:19) that state government needs a state agency to help articulate the public interest in higher education:

> If this public interest is not described, explained, and demonstrated in practical ways, then we cannot expect state government to continue indefinitely to augment the resources it is willing to devote to the support of higher education.

The key concern of the public interest is the availability of needed educational services, conveniently located, and at

reasonable cost. This raises the issues of diversification and dispersion. McConnell is a strong advocate of diversification in higher education (1962:17):

> Mass education is here to stay. American higher education will become more rather than less inclusive. This means that the educational system will have to serve an enormously diverse population, a student body certainly no less heterogeneous than the one we have now.

He criticizes American higher institutions for the lack of conscious design in preparing students for a wide variety of technical, semi-professional and professional occupations, and calls for a more efficient expenditure of funds, a more rationally differentiated system and better placement of students (1962:52). The most general kinds of education, serving the greatest number of students, should be widely dispersed, and the most specialized programs concentrated in a limited number of places. For example junior college education should be widely available, and legal and medical education should be restricted to a single university in most states (1962:75). The difficulty of implementing such a design rests within the individual institutions (Glenny, 1959:101):

> In all states, but particularly the large ones, competitiveness, narrow pride, and failure to look beyond local boundaries often characterize the alumni of each institution and the people of the community in which it is located. Pride grows in proportion to the increase in enrollment, the number of buildings, and the scope of the programs offered.

For example there has been noted a tendency for teachers' colleges to aspire to become four-year state colleges, and likewise junior colleges to seek senior college status.

The problem of institutional self-seeking is further complicated, according to Riesman (1956:94), by vested interests within the

college. Established disciplines and departments act as political blocs to the development of new studies and innovative programs which could be more relevant to the needs and desires of a community.

It is conflicts of this nature, according to Glenny (1959:203) which have led to the role of the coordinating agency as middleman between the legislators and college officers. "One is impressed with the ability of coordinating agencies to give the legislature the impression that they are 'tough on institutions' while assuring the institutions and local boards that they promote their interests within the state."

Budgeting for operational and capital support. According to Glenny (1959:111) the central agency fulfils a key function in the rationalization of budgets in terms of program needs. "The nearly universal failure to determine costs of new programs reveals the lack of understanding of the fact that functions and programs are basic to budgets." He states that the quality and type of program desired should be the first consideration, and then the costs of the program should be discussed and judged in terms of its merits. However (Glenny, 1959:112):

> While a central agency should present to the legislature what it conceives to be the needs for higher education in the state, the agency must also calculate the funds likely to be needed for support. An illustration of the failure to consider the second factor is the situation in Iowa, where the agency, in allowing its two universities to inaugurate new services, new institutes, and new specialized graduate majors, apparently ignores the record of the legislature for providing insufficient support in the past.

Thus budgets ought to be realistic and feasible while expressing the most critical needs. Glenny sees the agency's four goals in

budgeting as follows (1959:115):

1. to provide budgets equitable and reasonably satisfactory to all institutions according to relative needs;

2. to provide to legislators and state executive officers uniform and comparable fiscal information, including appropriate statements on over-all fiscal needs;

3. to eliminate competition among the institutions for operating funds especially to keep it out of the halls of the legislature so that here, at least, a united front is presented; and

4. to effect economy and efficiency where possible.

With respect to capital outlay projects Glenny (1959:153) states that the struggle among public colleges and universities for building funds even exceeds their concern for operating funds. He sees the function of the agency being:

1. objective determination of capital needs for each college;

2. establishing a single priority list for the whole system by determining the relative needs;

3. elimination of politics in the determination of priorities; and

4. financing of new buildings from income other than appropriations.

If these functions are carried out there will be less tendency on the part of legislators and budget officers to reduce appropriations and restrict expenditures.

Other budget-related functions raised by legislators as legitimate for central agencies are (Glenny, 1959:200):

1. pooled contracts on the purchase of more expensive equipment;

2. establishment of a standard personnel service for non-academic employees;

3. establishment of standards for space utilization and plant development;

4. expenditure controls including short-term allotment system, prescription of financial forms and accounts, and a pre-audit of all expenditures to ascertain their propriety as well as legality.

Research and information. Underlying the four functions of the coordinating agency suggested by Glenny in 1959 and discussed above is the need for an adequate data base. The difficulty of obtaining accurate and unbiased information directly from the institutions has already been referred to, and so it falls naturally upon the central agency to act as collector and storer of information relative to higher education, not only in order to provide checks and balances on institutions but to serve better the needs of planning committees at both the state and local level. The Michigan Legislative Study Committee on Higher Education in 1958 proposed, among other functions of a coordinating agency, the collection, analysis and reporting of data relative to programs facilities, finances and operation of colleges and universities. Another example of the importance placed on research and data gathering is offered by Wisconsin, where the central agency has conducted a series of studies on manpower needs,

enrollment trends, demography and college programs (Glenny, 1959:67). Texas is also cited for research activities, such as cost-effectiveness studies and utilization of facilities. Other agencies rely mainly on regional agencies such as Western Interstate Commission on Higher Education (WICHE), or utilize outside professional consultants for "need studies."

The use of computers in data management systems has emphasized the need for uniform codes in reporting. WICHE is currently involved in the production of standard data elements which may be adopted by member states. Whether a state uses a regional system or develops its own, consistency in use of terms and in procedures is of fundamental importance. It behooves the central agency to exert its power to require the adoption of a uniform system of reporting by all colleges and universities.

Coordinative Tasks

Some of the main functions which can be readily performed by a state level coordinating agency have been discussed, but beyond these there have been studies of specific agencies which have indicated the nature of the coordinative tasks which are, or can be, performed by the central agency. With some reiteration of functions and activities which have already been mentioned the following items may be considered.

In investigating required staffs for coordinating agencies Wattenbarger et al. (1970:2) proposed five roles which state staffs must play:

1. Leadership and help to individual colleges;

2. Administrative discharge of required legal and financial responsibilities;

3. Enforcement of laws and regulations;

4. Coordination and consultation relating to system-wide operation; and

5. Providing services such as computer services, purchasing and recruitment which are more efficient if centralized.

The specific nature of these activities is further revealed through an analysis of the tasks which are expected of the Director of the State Coordinating Agency. A 1968 Survey by the American Association of Junior Colleges (Wattenbarger et al. 1969:13) found that there was general agreement among twenty-three states engaging a director of two-year colleges, that his responsibilities required him to:

1. Assist in the establishment of two-year colleges (22).

2. Gather and present data concerning two-year colleges (23).

3. Represent two-year colleges before state committees (22).

4. Assist in determining state plans for higher education (23).

5. Establish guidelines and programming elements for evaluating operations and plans of two-year colleges (23).

6. Review construction plans (21).

7. Approve construction plans (16).

8. Review curriculum plans (23).

9. Approve curriculum plans (19).

10. Review and evaluate the credentials of applicants for two-year college presidencies (15).

11. Review budgets of two-year colleges (20).

12. Approve budgets of two-year colleges (17).

Of the various functions and activities of the state coordinating agency and its staff Wattenbarger et al. (1970:3) suggest seven major groupings.

1. Services and relationships. A small state staff is recommended to deter bureaucratic controls. Therefore special task forces involving college staff are required.

2. Planning. Involves the collection of statistics, procedures for approving new districts, and the implementation of the state master plan.

3. Policy. Should involve faculty, students, administrators and local board members in making proposals and recommendations.

4. Allocation of responsibilities. The state board should establish procedures for arriving at final decisions.

5. Capital outlay. Support and consolidation of long-range and individual college plans.

6. Faculty. Standards and approaches to recruitment, preservice and in-service education.

7. Other agencies. The board is the major contact point with other related agencies.

The actual scope of activities depends largely on the competence of local personnel, for example in approving building plans. In areas where college officials display a high level of professional responsibility the state agency may play a minor role. It is essential, however, that the office of state director is endowed with sufficient

authority to take regulatory action when this is deemed necessary.

PROBLEMS AND ISSUES

To this point the discussion of the literature on the topic of state coordination of higher education has considered the logic of coordination and its related activities. No mention has been made of the relative merits of various organizational forms nor of the potential dangers of centralized control in academic affairs. These are issues which are discussed in this section.

Governing or Coordinating Boards?

Discounting voluntary agreements for the moment, two clear alternatives in types of central agencies exist. First there is the governing board as in Massachusetts which is responsible for both coordination of the various state community colleges and for institutional operation. The alternative is a two-tier or superboard type in which a state coordinating board is superimposed on institutional boards, the former being responsible for leadership and coordination as specified in statutory provisions, and the latter being charged with the day by day governance of the local institution. There has been a marked trend in favor of the coordinating agency as opposed to the governing agency throughout the states and most arguments against state control are more cogent when applied to the latter type. Nevertheless a case can be made for even the most extreme form of control of state colleges if the situation warrants it.

Morrissey (1966:16-19) lists ten advantages of state control

by the governing agency in Massachusetts which was created in 1958:

1. The boundaries of the state may be conceived as a single planning unit, and criteria for new colleges can be set at a level that will insure optimum development of each institution. Therefore unnecessary proliferation can be avoided, and comprehensiveness assured.

2. It helps effect the independence of two-year colleges from local school systems.

3. It helps effect coordination with other institutions of higher education, for example transfer programs.

4. A state system can liberate community colleges from too frequent conflict between local governing boards and college presidents. Regional advisory boards can help to provide a diversity of programs with no administrative interference.

5. It facilitates planning for growth; for example the development of state-wide construction systems.

6. Equality of opportunity is assured by establishing minimum standards in all schools and programs. Also uniform financial support contributes to equality.

7. The maintenance of high faculty and administration standards is facilitated by a uniform staffing policy.

8. It encourages innovation through communication between colleges and the professional staff of the board.

9. It can avoid costly duplications of programs.

10. It reduces political controversy since legislators will not seriously consider bills and appropriations unless recommended by

the board.

The above, of course, has no research validation but is apparently a sincere statement of faith in a system which was considered appropriate to the conditions at the time. It is of interest, however, that Wattenbarger (1970:10) notes that twenty-four state agencies describe their function as primarily coordination and leadership, even though several have been statutorily established as staffs of operating boards: "It appears that even staffs with operational responsibilities are particularly sensitive to their coordinative role." It may be, therefore, that state governing boards do not constitute such a severe threat to institutional autonomy as some critics suggest, since the availability of vested authority does not necessarily imply its use, but delegation of responsibility to college officers and advisory boards is still possible.

Glenny (1959:36) in his survey noted that this in fact was the case although the underlying reason may be default rather than design:

> The experience of the governing agency seems to be that the tasks of systematizing and coordinating leave little time for attending to the details of administering each college and university. Consequently presidents and other institutional officers in these systems fill up the vacuum and decide matters which, in other states, would fall within the province of an institutional board.

Further support for a governing system is the possibility, in the absence of other forms of state control, of more objectionable interference by state agencies not specifically concerned with higher education. Leonard (1956:264-69) for example, refers to the dangers of controls imposed by state departments of finance, legislative auditors, and personnel boards.

Glenny (1959:151) observed this kind of control as being operative to some degree in Iowa, New York, Oregon and the state college system of California.

Although Leonard is arguing for the removal of government controls his concerns could be met, at least in part, by a state governing agency which is genuinely and exclusively interested in promoting higher education.

Glenny (1959:61) concludes from his study that there is often little relationship between the legal provisions binding the agency and its actual undertakings. Changes in objectives, relationships and methods over time are common. Thus generalized arguments for or against governing agencies as opposed to coordinating agencies may be ill-founded. He does point out, however, that in states with coordinating-only agencies the governing board of the institution may resent any intrusion on its autonomy to determine functions and programs (1959:102), and he further states that the omission of a major power or a limitation on duties may seriously impair the coordinating effort from the beginning (1959:183). Difficulties arise when attempts are made to determine the scope of power specifically delegated to the coordinating agency especially with respect to programs (Glenny, 1959:229).

Glenny (1959:244) summarizes the discussion of governing versus coordinating agencies as he saw the situation in 1959:

1. Under the governing agencies the presidents have a little more freedom than the presidents with local boards.

2. Some purposes of coordination are more effectively

achieved with a single board (e.g., program and function allocation and capital construction activities). Both systems have been ineffective in statewide planning.

3. There is little evidence that one system provides better institutional administration than the other; both have deficiencies. The governing agencies do not usually have sufficient time to consider all matters about which presidents would wish to have lay opinion. If the coordinating agency effectively performs its legally assigned functions, it leaves little opportunity for local boards to engage in major policy decisions in these matters, so that issues left to local boards are often matters of administration which could be handled by the president and staff.

4. In state systems which are not complex and have fewer than eight institutions, a single governing agency either with or without advisory councils for each institution appears preferable to two levels of boards.

5. If a multiboard system is used, improved communication, cooperation, and coordination between the two levels of boards are urgently needed. Local boards tend to undo coordinating policy.

Finally in discussing the third form of coordination, voluntary coordination, Glenny (1965:87-89) states that without exception coordinating councils arose only after the state legislature proposed an imposed governing or coordinating agency. Originally their main concerns were budget preparation and the division of legislative appropriations. They do not appear to meet the long-run expectations of the state government or the public, and are especially prone to

preserving the status quo between institutions. Few writers now consider the voluntary coordinating council as a viable alternative.

McConnell (1965:138) who at one time supported the idea of voluntary coordination sums up the situation with specific reference to California as follows:

> Time has proved that, however able and devoted the council has been in discharging its responsibilities, its powers are inadequate to coordinate a pattern of public higher education as large and complex as that of California. . . .A coordinating board must at least have the power possessed by the Board of Higher Education in Illinois, and by the new Ohio Board of Regents for public higher education, to approve all new educational programs--meaning any new unit of instruction, research, or public service.

Two Dimensions of Coordination

One of the least discussed but most pertinent issues in the coordination of higher education is the relationship between various segments of public education. Usdan (1968) has reported an investigation of the politics of elementary-secondary and higher education and questions the wisdom of considering these levels as separate objects of political action. The investigation, which was conducted by the Education Commission of the States, found that education officials, policy makers and informed citizens in twelve of the fifteen most populous states are concerned with such basic issues as resource allocation, organization of post-high school education, and responsibility for vocational-technical education to the extent that open conflict seems imminent. These tensions are likely to increase in the years ahead, and can be ignored only at considerable peril. New overall coordinating mechanisms are required to bring the various levels of educational endeavor into harmony.

The same kinds of concerns are expressed by B. Lamar Johnson (1964:8) when he states that any plan for post-secondary education must avoid needless duplication between technical-vocational institutes and the community colleges. If these two kinds of institutions are controlled by separate agencies it is difficult to engage in state-wide planning.

In investigating the relationship between the central agency and state institutions Glenny (1959:203) noted that several states said that the cooperation of the state university was the single most important element in maintaining the balance between institutions and the state. If this is not obtained the existence of the agency is jeopardized.

McConnell (1962:105) also states that it would be unfortunate if the relationships between parallel systems of higher education became too rigid.

> A sensible scheme of differentiated functions among higher institutions should not freeze their status, should not preclude the possibility of movement from one system to another. But it is essential for this to be a planned movement rather than a haphazard one.

On the other hand many writers have pointed to the great advances in community college development when it received recognition as an independent institution free from the influence of school superintendents in the old K-14 arrangement, at one end of the scale, and equally free from university dominance which earlier characterized the two-year extension branch arrangement, at the other end of the scale.

Miller (1962:164) brings some perspective to this complex

issue when he states that there are two distinctly different kinds of coordination:

1. Horizontal (geographic): concerned with the distribution of basically similar educational opportunities through an entire state.

2. Vertical (program): concerned with the pyramid of educational programs from two-year diploma to Ph.D.

Unless a coordinating board is conscious of the differences and is aware of its responsibilities for both, it is apt to over-emphasize one to the detriment of the other.

The second type is the more complex of the two since it deals with many questions which are non-quantifiable, thus involving less objective judgment. Such questions as the variety of opportunities a state can afford to support, the consequences of not providing certain programs, the ambitions and capabilities of the institutions, and the availability of similar programs elsewhere must all be taken into account.

Several alternative ways of dealing simultaneously with horizontal and vertical coordination have been proposed (Millett, 1965:226):

1. A single governing board for all higher education institutions responsible both for operating problems and planning.

2. A single coordinating board for all institutions with representation from each post-secondary level, and semi-independent local boards.

3. A separate board for planning only, with distinct coordinating boards for the various post-secondary levels. The planning board

relies on goodwill to build working relationships between planning and operating.

Millett concludes that there is no theoretically best model, but practical and local factors must influence the solution.

Some indication of the kind of arrangements tried are given by Wattenbarger (1970:10) in describing the formal lines of authority affecting state directors of community colleges. In twelve states the director reports to a junior-community college state board. In five states he reports to the board or chancellor of higher education, and in five states he reports to a chief state school officer.

Berdahl (1971:23) notes that in seven states (Arizona, Florida, Iowa, Kansas, Mississippi, North Carolina and Oregon) the junior colleges are coordinated separately. In all but North Carolina which has a coordinating board, the governing board structure is used.

However, Singer and Grande (1971:39) report from a study of statutes governing the junior college that in thirteen states the community college was supervised by the state department of education; while in twelve states control is by the board of regents or commissions of higher education. An autonomous state board or commission is responsible for junior-community colleges in fifteen states, and four others use a combination of these three patterns.

There thus appears to be an even split between subordination of junior-community colleges to a board of higher education, control by the state department, and an independent junior-community college system. There is no mention of planning-only boards although these probably exist in some forms. It is quite clear that much more

research is needed before the issue of vertical coordination can be settled.

Opposition to Coordination

Although as stated earlier the need for some form of coordination is now generally accepted it is useful to examine some of the uneasiness which coordination has created among the ranks of professional educators, in order to be aware of the pitfalls in coordination which are to be avoided.

The basic philosophical argument in favor of state coordination is ably stated by Cowley and quoted in Wilson (1965:18):

> Why have institutions of higher education been established and by whom? The answer seems clearly to be, first, that they have been organized to disseminate and to advance socially beneficial knowledge, skills and attitudes; and second, that civil governments have created them for the good of the general community. They have not been founded for the sole or even the primary benefit of professors, students, trustees, or all of them taken together but, instead, for the benefit of society at large. Hence, in all countries civil government, the most inclusive agent of society, retains the right to set them in motion and, further, to require that their governing boards represent the public interest.

The main fear of educators is that coordination will result in over-standardization of programs and loss of local initiative. In the case of the community college Wattenbarger (1968:9) states:

> Study after study has emphasized the need to develop local control. . . .The early development of the individual community-junior colleges has invariably resulted from concerned action on the part of a group of local citizens.

Gleazer (1968:19) lists six disquieting elements in the community college picture which must be faced. One of these is the loss of local control which has accompanied the trend towards

increased state and federal financial support:

> It seems clear that the community college of the future will be a different kind of institution if significant decisions about the college are made without meaningful involvement of the people served by the institution.

Palola (1968:22) reiterates Gleazer's concerns and adds that the greater centralization of authority at the state level will reduce the flexibility needed at the campus level to adapt and innovate in response to new developments and social demands. In reporting the views of junior college staff he concedes the need for standards in determining minimum qualifications for faculty and administrators, and for graduation. The majority of faculty however wished to see the following prerogatives retained by each college (Palola: 1968):

> Approving text books and teaching materials; approving appointments of chief administrators in local colleges; approving courses of study and curricula in local colleges, and approving the academic calendar.

Most writers concede that state coordination will necessarily involve some loss of local autonomy, and call for a compromise in which particular institutions may still have room for initiative, experimentation and striving for excellence while they play their appropriate roles in the general plan (McConnell, 1962:82).

Brumbaugh (1961:175) suggests that this is possible if coordinating boards or commissions limit their activities to policy consideration on a state-wide basis. "But when such boards assume responsibilities for institutional management they become another arm of the state wielding a heavy hand."

To what extent have agencies, equipped with the necessary authority to do so, wielded the heavy hand? Glenny (1959:224)

summarizes his findings on this question as follows:

> The fears of those in higher education that coordinated systems impose uniformity and restrain initiative in many matters where uniformity is of secondary importance and initiative is vital to healthy institutional life, do not appear, on the basis of the evidence to be well founded. It is significant that few illustrations of uniformity and standardization could be found.

Several suggestions have been offered for improving the relationship between local institutions and the central agency as it undertakes the essential tasks of coordination. Glenny (1959:194) lists four conditions resting within the agency calculated to create goodwill and active cooperation:

1. Objectivity in collecting and analyzing data, in establishing policies, and in applying policies to institutions.

2. Impartiality of the agency members.

3. Impartiality and competency of the executive officer and other professional staff.

4. Sympathetic understanding of institutional philosophies, goals and aspirations.

In addition he proposes some practices which should facilitate good morale:

1. The use of presidents and officers as a permanent cabinet to the chief executive officer of the agency.

2. The use of interinstitutional committees of professors and administrators to aid in development of all major policies.

3. The free exchange of views of presidents and with agency members in closed or informal meetings.

4. Periodic meetings of the agency to hear each president

discuss his concerns.

5. Informal social gatherings.

6. Widespread distribution among institutional officers and faculties of the official minutes and other reports of the policies and actions of the agency.

Wattenbarger (1968:11) refers to three essential considerations for the efficient functioning of state junior colleges which were first proposed by B. Lamar Johnson. To these he adds two further suggestions:

1. The need to establish local committees and to outline clearly their functions and contributions.

2. The necessity of identifying highly qualified state leadership.

3. The need to develop clear assignments of authority and responsibility.

4. The need to develop a number of clearly stated principles which may be used to determine those decisions that should be made at the institutional level and those that should be made at the state level.

5. The need to analyze the factors which promote quality education and assure that these factors are present in all institutions.

Other guidelines proposed by Johnson (1965:23-24) are:

1. Thorough and scholarly state-wide studies as a basis for planning the location of colleges.

2. Recognize that planning is a continuous process.

3. Make allocative decisions on the basis of educational needs,

not political expediency.

4. Establish a status position of community college state leadership.

5. Make sure the person who fills this role is a competent and knowledgeable leader.

6. Draw upon expert resources.

7. Assign to each junior college, major authority and responsibility for decisions regarding its programs and development.

8. Involve local citizens in planning, development and operation.

There is quite clearly a common thread running through the various statements of recommendations. First and foremost is the idea that coordination is characterized more by educational leadership than bureaucratic control, and secondly that the best decisions are reached by tapping the resources of experts wherever they may be found, including local officers and spokesmen who are in the best position to express the point of view of and needs of a college's members be they administrators, faculty or staff. And as a result of these procedures not only are sound decisions more probable, but the added benefit of good relationships developing between central and local groups through participation is realized.

STAGES, TRENDS AND CURRENT ARRANGEMENTS IN COORDINATION

From time to time national surveys of state arrangements for higher education have been taken. Two of the most ambitious have been

Glenny's in 1959 from whose report has been derived many commentaries on the principles of coordination, and Berdahl's reported in 1971. Since even the most up to date publications use data at least one year old no great importance should be attached to organizational arrangements reported for a particular state. Of greater import are the trends which are observed across the nation as a whole. The object of this section therefore is to examine some trends which have been observed in the United States and Canada, and only secondarily to report on existing arrangements.

Current Arrangements

United States. Berdahl (1971:20-22) reports that as of 1969 all but two states (Delaware and Vermont) have some state agency serving the purpose of coordination: Indiana and Nebraska make use of voluntary agencies; twenty-seven states have coordinating boards and nineteen have consolidated governing boards. Of the twenty-seven coordinating boards Berdahl observes the following sub-types:

1. A board composed in the majority of institutional representatives and having essentially advisory powers (two states).

2. A board composed entirely or in the majority of public members (i.e., having no institutional affiliation) and having essentially advisory powers (eleven states).

3. A board composed entirely or in the majority of public members and having regulatory powers in certain areas without, however, having governing responsibility for the institutions under its jurisdiction (14 states).

Although the major concern is clearly the coordination of

public colleges and universities, eight coordinating boards include one or more institutional representatives from the private sector (Berdahl, 1971:22).

Most coordinating and governing boards were created by regular state statute, but Oklahoma and Georgia have given constitutional status to their agencies (Berdahl, 1971:23).

> In both cases, highly controversial political intervention in higher education had occurred, and constitutional autonomy for the agency, linked with the power of lump sum appropriations, was considered to be at least a partial solution.

In contrast, the voluntary associations were created by agreements among the institutions, with no force of law.

Berdahl (1971:20-21) presents in tabular form for each state the category of agency, the title of the present (1969) agency and the year in which that agency was created. This reveals the extent of activity in organization or reorganization of state level agencies during various periods of time:

Prior to 1940:	15 agencies created
1940s:	2 agencies created
1950s:	7 agencies created
1960s:	24 agencies created

The increasing activity reflects the forces which occurred following the second world war, but it was only in the sixties that the movement gathered momentum. Undoubtedly the seventies will see a continuation of the concern over the relationship between higher education and the state.

Canada. Campbell (1971:15) states that since 1960 four Canadian provinces have enacted legislation establishing a community college system: British Columbia, Alberta, Ontario and Quebec. But "the agencies in each province are different in construction, terms of reference, and manner of operation."

In presenting the profiles of these four systems Campbell (1971:22) makes the following points of comparison.

In the case of British Columbia state coordination is effected through an "Academic Board" serving both universities and colleges. It is composed of nine members, six appointed by the university, and three by government. Local boards, called "College Councils" must include school officials. Two agencies in British Columbia function at a level between the college council and the minister of education. The Division of University and College Affairs, which is a branch of the Department of Education is regulatory in nature. The Academic Board for Higher Education, on the other hand, is advisory only.

The function of the board is to (Campbell: 1971:27):

> . . .provide information relating to academic standards, and to advise appropriate authorities on orderly academic development of universities. . .and of colleges established under the Public Schools Act by keeping in review the academic standards of each. . . .

Coordination of community colleges in Alberta is the responsibility of the "Alberta Colleges Commission." The Commission has nine members, all appointed by the government, including the deputy ministers of education and agriculture and the deputy provincial treasurer. At the local level an operating board of eight members is appointed for each college.

One unusual feature of the Alberta system is the separation in fact, but provision in principle, for integration, of the public junior colleges, the institutes of technology and the agricultural and vocational colleges. The separate control of the latter two under the department of education and the department of agriculture respectively has definite implications for the horizontal and vertical coordination of colleges in Alberta.[1]

Parallel to the Colleges Commission is the Universities Commission which was created by the Universities Act, 1966. The function of the commission is to act on behalf of the Government of Alberta in matters of interest to them, for example in allocating resources and to act as an intermediary between the universities and the government (Alberta Universities Commission, 1971:7-8).

There is at present no formal structure linking the Colleges Commission and the Universities Commission. Thus Alberta has two distinct systems of post-secondary education--the public college system and the university system. There is speculation however (Fenske, 1971:26) that a single system for all higher education is on the horizon.

In Ontario the Council of Regents for Colleges of Applied Arts and Technology, which consists of fifteen members appointed by the Minister of Education, provides an element of coordination for the

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[1] In September 1971, the Conservative Party Government, by Order-in-Council, transferred the administration of the agricultural and vocational colleges to the new Department of Advanced Education.

college system. The functions of the council are: to advise the minister of education on all matters pertaining to the colleges; to recommend to the minister the appointment of members of the local boards of governors; to coordinate the work of local boards in such areas as curriculum development and fee schedules; and to set salary scales for the various levels of personnel (Campbell, 1971:37-38).

According to Campbell (1971:38):

> The apportionment of power and responsibility among the minister, the Department of Education, the Council of Regents, and the boards of governors has resulted in a system permitting striking diversity.

As in Alberta, however, there is evidence of government initiative in response to problems of coordination between different post-secondary education levels. In his Throne Speech at the end of March 1971 Premier Davis announced the intention of re-organizing the Department of University Affairs to include responsibility for community colleges, as well as universities (Association of Universities and Colleges of Canada, 1971:7).

Quebec has perhaps the most clearly articulated higher education system in that a clear flow from high school, through the CEGEP (College d'Enseignement General et Professionel) to university has been formulated. Provincial coordination and administration of CEGEP is the responsibility of a directorate of college education under the Ministry of Education. Local boards of directors for each college consist of nineteen members representing college, parents, students and community.

In summarizing these relationships in four Canadian provinces,

all make some kind of provision for the coordination of colleges and universities, and there is increasing awareness of the need to bring these two levels together under one coordinating body. The control function of the provincial board appears to be more clearly stated in Alberta, where the Colleges Commission has wide-ranging powers, than in the others where authority to control resides within government departments. Decentralization of institutional administration is effected by a local board arrangement, British Columbia being the only one in which there is statutory provision for participation of public school officials on local boards of governors and permission for local taxation.

The other six Canadian provinces all have two-year colleges in some form or another but apparently have not developed college systems to the same degree as the four provinces discussed above.

Manitoba designated three vocational centers at Winnipeg, Brandon and The Pas as Community Colleges in 1969, although they do not offer university-level studies. Programs are coordinated by a Director General of Community Colleges under the Department of Youth and Education (Campbell, 1971b:40-41).

A provincial community college system is being planned in Saskatchewan, and in the Atlantic Provinces special-purpose technological colleges or institutes are operated by government departments. However Warren (1971:30-33) reports that in each Atlantic province there have been recent developments which indicate the pending reorganization of post-secondary education. New Brunswick has established a Higher Education Commission, and Prince Edward Island a

Commission on Post-Secondary Education, both of which have advocated increased opportunities for higher education.

The Nova Scotia Department of Education in 1967 pointed to the need for community college-type education, and the Newfoundland Royal Commission on Education and Youth advocated the establishment of a system of regional colleges comparable to community colleges. Apparently, then, a planned and systematized provision for post-secondary education opportunities will in the future be available throughout Canada to all who so aspire.

Stages and Trends

While the objective of this review is to structure and organize the literature on coordination in order that a clearer understanding of the concept may emerge, the task is made difficult by the nature of the concept itself and by existing conditions which are extremely complex. McConnell (1962:vi) aptly describes the situation:

> Those familiar with American higher education, the subtle nature of human motivation, and the social forces that play on individuals and institutions will not be surprised with the conclusion. . .that no neat pattern can be designed, despite the need for greater rationality and purposeful differentiation. This inability to systematize higher education thoroughly will annoy the doctrinaire in planning and in public administration who is preoccupied with formal structure, stable and tidy organization, and detailed control; and it will baffle the thoughtful educator who would like to make higher education more orderly without organizing it rigidly, or who would like to see students and institutions more effectively paired without infringing unnecessarily on the free choice of either.

For this reason any major classifications and categorizations of stages and trends must be interpreted grossly and tentatively since

many arrangements may be lumped together on the basis of some common feature while at the same time covering up key distinctions which for other purposes would assume importance.

With this reservation in mind some trends are now discussed. Of 379 state-controlled colleges and universities in the United States in 1956, 234 were under the authority of some legally established agency responsible for either a group of colleges (frequently teachers' colleges) or for all public institutions within a state. State-wide agencies of the latter type were operating in twenty states (Glenny, 1959:11). State coordination is therefore not a new phenomenon.

Glenny (1959:14) recognized two stages in the development of coordination up to that time. First the supervision of small satellite colleges by a major state university as in Oklahoma and Georgia, and second the establishment of a single board for all state-supported institutions. Florida in 1905 was the first to establish such a board, and by 1932 ten other states had taken this course.

Miller (1962:164) noted that this trend to replace institutional governing boards with a single central governing board ended in 1945 at which time twelve states had one:

> The double responsibility of trying to handle the internal problems of each separate institution and also coordinate the system as a whole proved to be a heavier work load than many of the boards could handle.

A third stage in the development of coordination is the master coordinating board which is superimposed on existing boards. Miller (1962:164) observed that this device had been tried by eleven states since 1940.

Paltridge (1965) noted several trends in coordination:

1. A marked decrease in states with no coordination (voluntary or statutory) between 1955 and 1965.

2. An increase in voluntary coordination in 1960 followed by their replacement with statutory forms.

3. Putting these two together for the period 1945-65 an evolutionary movement is indicated from no coordination, to voluntary coordination, to a form of public regulatory coordination (ten states); or

4. No coordination, to voluntary coordination, to advisory board coordination (eight states).

Glenny (1965:101) summarized the major trends in coordination up to the year 1965 as follows:

1. The number of state-wide voluntary coordinating agencies remained static, although their operations broadened in scope.

2. The single governing board was no longer widely adopted.

3. Coordinating boards rapidly became the principal means. Some have advisory powers only.

4. Representatives of non-public institutions were sometimes given membership on coordinating boards with advisory powers.

5. The chief function of most agencies changed from budgeting to planning, making use of a large volume of collected data.

6. Staffs of agencies became larger and better prepared.

Berdahl (1971:33) offers the most recent comments on trends in coordination, and as well as confirming earlier observations draws attention to two additional ones:

1. Within the coordinating board category, the trend in

membership is definitely toward public member majorities (in the sense that they represent the general public rather than a particular college or university).

2. Within the coordinating board category, it has recently become the trend to grant more regulatory powers, but thirteen boards out of twenty-seven must still be classified as essentially advisory.

Berdahl also notes that while there has been little increase in the number of states with consolidated governing boards, no state adopting this system has changed it.

Finally Berdahl (1971:35) prophesies that all states will have some form of coordinating mechanism, and that there is some interest developing (e.g., in California and Ohio) in a change to a "giant consolidated system with sub-boards that will coordinate by region rather than by type of institution." In other words greater emphasis may be given to vertical coordination than has been the case in the past.

THEORETICAL MODELS OF COORDINATION

Various models of organization have been enunciated which may have some applicability to state coordination, although this has not yet been definitely established.

Litwak and Hylton's Model

One promising model is that which Litwak and Hylton (1962) developed to explain the activities of volunteer social welfare agencies. They state the problem of coordination as finding the

procedures which ensure the individual organizations their autonomy in areas of conflict while at the same time permitting their united effort in areas of agreement (1962:399).

> One such mechanism is the coordinating agency--formal organizations whose major purpose is to order behavior between two or more other formal organizations by communicating pertinent information. . .by providing standards of behavior. . . by promoting areas of common interest. . .and so forth.

Litwak and Hylton's model of coordination is developed from the following general hypothesis (1962:400):

> Coordinating agencies will develop and continue in existence if formal organizations are partly interdependent; agencies are aware of this interdependence and it can be defined in standardized units of action.

Definitions (Litwak and Hylton, 1962:402): Interdependence: Interdependence exists when two or more organizations must take each other into account if they are to accomplish their goals. Interdependency may be competitive where one agency can maximize its goals only at the expense of the other, or facilitative where two or more agencies can simultaneously maximize their goals.

Awareness: The organization, as a matter of policy, recognizes that a state of interdependency exists.

Standardized actions: behavior which is reliably ascertained and repetitive in character, by which the agency can bring some consistency of action.

Litwak and Hylton (1962:417) then propose that a system of organizations, such as a state college system, can be categorized by reference to three dimensions: (1) awareness of interdependency; (2) level of standardization of procedures; and (3) the size of the

system in terms of number of organizations.

Where there is great interdependence, high awareness, high standardization and many sub-organizations the tendency towards bureaucratic forms of coordination can be expected to develop. Under similar conditions but with little standardization more professional autonomy can be anticipated. Where no interdependence exists there is little concern for coordinating mechanisms, and so on.

This model can be used to perceive both a total higher education system and a community college system. The relationships between universities and colleges may be seen more as facilitative than competitive interdependence when reference is made to transfer programs, but more competitive with regard to appropriations. In the case of the relationship between community colleges the element of competition is much more apparent with regard to allocations of programs and facilities. Standardization of procedures will depend on a number of factors such as the degree of similarity between institutions, the level of state financial support and the leadership record of the central agency. Also the age of the college as a system and the number of institutions will affect the organizational forms. Thus the coordinative mechanisms suggested as being most appropriate for a given state or province must take account of all these factors.

Organization Set

Evans' ideas of "Organization-Set" (Stuckman, 1969:24) are consistent with Litwak and Hylton's model. The interrelationships between the coordinating agency and the individual colleges can be

viewed as a network with the agency being the "focal organization." With an increase in the size of the system the linkages between the agency and the colleges become more distant thus causing an increase in attempts by the agency to standardize procedures in order to sustain its authority.

At the same time the colleges feel the need for greater institutional autonomy as the scope of their operations expands, and so they resist the tendency towards centralization. The balance which is struck between centralization and decentralization of authority largely determines whether the college system is characterized by the bureaucratic or professional model.

Stuckman (1969:26) refers to this balance between the sub-systems as a steady state, a stable and enduring balance between the forces of change and forces resisting change. He states (1969:27) that it is imperative that the forces of change predominate because the social environment is changing constantly, necessitating appropriate adjustments in the coordinating mechanisms. The responsibility for seeking the most functional balance between autonomy and centralized control rests with both the central agency and the colleges, and is effected through the feedback process (Stuckman, 1969:27):

> It is manifestly important that the statewide coordinating agency seek out and respond accordingly to feedback received from the junior colleges as regards the coordinating function. . . .If the agency cuts itself off from institutional feedback, the state junior college system will become dysfunctional and will be in disequilibrium. In this state, the process of coordination cannot take place.

Exchange Theory

The harmonious balance between central and local agencies has been the subject of much attention among organizational theorists. Barnard (1938:56) has stated that a system will survive to the extent that the benefits of membership exceed the costs. The benefits to the colleges within a coordinated system of higher education include a measure of protection from direct political action, a fairly certain level of financial support, and protection from the more virulent forms of inter-college competition. The cost is the loss of some independence of action.

The key idea in the exchange theory, however, is that both parties to the agreement stand to benefit from the arrangements. The statewide coordinating agency has objectives of its own which can only be served through the system of local colleges. In exchange for its supportive actions the agency is entitled to expect the colleges to accept in broad terms the state-wide goals.

Levine and White (1961) have analyzed the components of the exchange situation, which has four main dimensions:

1. The parties to the exchange, i.e., the agency and the institutions.

2. The exchanged elements, e.g., allocations or information.

3. The agreement underlying the exchange which is formal, i.e., established by the state legislature. And,

4. The direction of the exchange, i.e., the flow of elements can be unilateral or reciprocal.

As Stuckman (1969:23) points out the exchange process implies

reciprocity, and the source of dissonance in college systems is frequently that the participants have different perceptions of their relative contributions and benefits--"neither participant feels he is receiving commensurate value in return."

Again the best hope for maintaining a functionally healthy relationship is through the feedback process (Stuckman, 1969:23):

> It is imperative that the statewide coordinating agency and the junior colleges communicate sufficiently to resolve any differences in their expectations of relative contributions to the exchange process in order that the minimum of discord is present in the state junior college system.

The three models discussed briefly have certain common features as well as important differences which set them apart in application. All are based on the idea of systems in dynamic equilibrium, capable of adaptive reactions to any new inputs and in this way help to explain dysfunctions in real systems resulting from unwarranted rigidities. They provide a total view of a system of integrating parts.

Litwak and Hylton's model seems particularly appropriate for assessing the suitability of coordinative actions in the light of prevailing conditions. Evans' concept of orgarization set helps to reveal the conflict potential as the central agency and local institutions adjust to changes in the distribution of power between them, and exchange theory allows an approach to be made to the question of the level of satisfaction and acceptance of each party to the arrangement.

CONCLUSIONS

The topic of state coordination of higher education has been a very popular one among United States educational theorists and practitioners in the past decade, but from the sample of the literature which has been reviewed here, much that has been written appears repetitive in content and approach, and there is considerable internal consistency.

In summary the necessity for some form of legislated coordinative activity is generally accepted in spite of the fact that the community college has flourished on the theme of local institutional autonomy. Many writers have commented on the dangers inherent in "coordinating" this local discretion out of existence. The solution rests in a balance between centralized control of those aspects which must be coordinated for the well-being of the state, and local initiative in all matters which can reasonably be handled within a regional or district perspective. The maintenance of the functional balance hinges upon adequate communication, both formal and informal, mutual understanding and goodwill between central and local officers, and upon the realization that inevitably there will be shifts in the authority relationships as the system adjusts to internal and external pressures.

Generally the most lauded form of agency is the coordinating agency as opposed to governing or voluntary agencies. However alternative forms cannot be discounted since the features of a system must be evaluated in the state or provincial context. No one system of state

coordination is entirely exportable to some other state.

Finally the success of the entire system depends to a considerable extent on the qualities of leadership which are found in the office of the state director. Despite the framework within which he operates, leadership, persuasion and rational judgment, based on objective analysis of state conditions and educational needs, must characterize his official behavior.

There have been two purposes in reviewing the literature. First to summarize the state of knowledge of coordination, and secondly to provide a theoretical basis for the extension of knowledge with special attention to the current Alberta scene.

With reference to the second purpose a heavy reliance was placed on this literature review in developing a questionnaire which was administered to Alberta public college presidents and chairmen of local boards of governors. The questionnaire and responses are presented in Chapter 7.

Chapter 3

COLLEGE DEVELOPMENT IN ALBERTA

College development in Alberta has been influenced significantly by a variety of factors, notably the church, university, and provincial government. These institutional forces to some extent have been tempered by the resourcefulness of individuals acting in leadership roles to further their personal or parochial interests.

The impact of the church was most pronounced at the time of the first appearance of junior colleges offering post-high school education. Mount Royal College in Calgary was established in 1910 under the sponsorship of the Board of Colleges of the Methodist Church. Instruction commenced in 1911, primarily at the high school level, but with more advanced instruction in commercial education and music. In 1925 sponsorship was assumed by the United Church of Canada, and six years later a two-year college division was established, affiliated with the University of Alberta. In 1966 the sectarian orientation was relinquished when the college became a public comprehensive junior college.

The second off-campus denominational school to be affiliated with the University of Alberta was Camrose Lutheran College which obtained junior college status with affiliation in 1959. Organized in 1910 this college was owned and operated by the Alberta Norwegian Lutheran Association until 1957 (Loken, 1965:46), when it was received as an institution of the Evangelical Lutheran Church. Unlike Mount

Royal College the sectarian orientation has been retained and the college continues to operate as a private denominational college.

Another private Lutheran college operating in Alberta is Concordia College in Edmonton. Established in 1921 and supported by the Missouri Synod, its original purpose was the preparation of Lutheran ministers and parochial teachers. In 1967 its function was expanded to that of a general liberal arts college offering first-year transfer programs in education and science in affiliation with the University of Alberta. A special emphasis is placed on Christian education, all students being required to take at least one course in religion. About half of Concordia's students, at the present time, are adherents of the Lutheran faith (Frantz: p.com.[1]).

Other denominational colleges which operate in the province are: Hillcrest Christian College in Medicine Hat; Canadian Union College, Lacombe; and North American Baptist College in Edmonton.[2]

Two denominational colleges, located on the University of Alberta campus, have offered programs of religious education in affiliation with the University for many years. St. Stephen's College, the theological school of the United Church of Canada was affiliated in 1909, and St. Joseph's College, established under the authority of the Roman Catholic Church, was affiliated in 1926 (University of Alberta, 1971).

Concurrent with the establishment of denominational colleges

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[1]p. com. is used to denote "personal communication." For details, see Table 1, page 4.

[2]No claim is made that all colleges operating in Alberta are listed in this chapter.

the Government of Alberta instituted a number of agricultural and vocational colleges as offshoots of experimental farms to serve the rural population. Between 1913 and 1951 seven such schools were established of which those at Olds, Vermilion and Fairview are still in operation (Collin, 1971:5). The original purpose of these colleges was "to teach practical and scientific farming, household economy, domestic science, and such other subjects as the Board may prescribe."

Today their purpose has been expanded to include the following (Collin, 1971:8):

1. Train farmers, farm managers and leaders.
2. Prepare competent manpower for farm-related business.
3. Train technicians and technologists to assist professional agrologists.
4. Train technicians in fashion and design merchandising.
5. Provide skills required for employment in modern offices.
6. Provide equal opportunities for rural youth.
7. Provide service to the general public by offering programs of continuing education on a daytime and/or evening basis.

Until 1971 the Agricultural and Vocational Colleges were operated by the Department of Agriculture under appropriate acts, but are now controlled by the Department of Advanced Education. While these colleges are not junior colleges in the sense of providing first- or second-year transfer programs they fit the rubric of a "community" college in their orientation to providing a program of non-university educational services to the district.

Paralleling the rural colleges an urban trade college was

opened in Calgary in 1916 and subsequently evolved into its present polytechnical role under the name of the Southern Alberta Institute of Technology (SAIT). In 1962, as a result of seed money made available by the Federal Government under the Technical Vocational Training Assistance Act the Northern Alberta Institute of Technology (NAIT) was established in Edmonton. Both technological colleges were operated by the provincial Department of Education until 1971 when they, like the agricultural and vocational colleges were subsumed under the new Department of Advanced Education.

The fourth type of college in the Alberta picture is the public junior college type, such as was first introduced in Lethbridge in 1957. Since this is the prototype of the public (comprehensive) college, the focus of this study, its evolution is emphasized in this chapter and discussed further in the next.

The idea to establish a junior college in Lethbridge first came to Gilbert Paterson, Q.C., Chairman of the Board of Lethbridge Public School District, in the early 1940's (Yackulics p.com.). Paterson for some time had been interested in extending higher education opportunities in the Lethbridge area, in spite of the fact that there was no strong tradition of university participation in the south of the province. On his travels in California he came in contact with the community college idea and became very excited about the prospects of such a college in Lethbridge. In 1949 assistant superintendent L. H. Bussard was directed by the school board to investigate the feasibility of the proposal, and this was eventually established in 1951 by a study conducted by S. V. Martorana.

Paterson also sought the cooperation of his friend, Senator William Buchanan, publisher of the Lethbridge Herald for which organization Paterson acted as legal adviser. Both Buchanan and his successor Harold G. Long produced an extensive output of editorials in support of the proposed college for Lethbridge. Mr. Yackulic, as city editor, and Mr. Long were referred to on occasion as "Ministers of Propaganda."

The task of "selling the college" to the people extended over a period of ten years. Resistance arose from the mistaken notion that a junior college was a "deficiency" institution whose main purpose was to rectify the mistakes of the public schools. But the concept which was clear in the mind of Paterson was a college which would offer the first two years of university education initially, and over an extended period of time slowly grow into a small prestigious, degree-granting four-year university. This aspiration was achieved indirectly in a manner which was not foreseen at the time, by the creation of a university separate from the college. The circumstances surrounding this event justify a separate study, as the value of a college and a university operating independently in a city of 40,000 people has been seriously questioned (Yackulic: p.com.).

The chronicle of events leading up to the establishment of the Lethbridge Junior College in 1957 is a testimonial to the leadership and dedication of several local individuals most notably Paterson and Mrs. "Kate" Andrews, chairman of the Lethbridge School Division Board. That foresight, shrewdness and political acumen were the ingredients of success in this venture, is illustrated by such moves

as eliciting the support of the press, staffing the Lethbridge Collegiate Institute with teachers holding master's degrees in order to have a pool of talented teachers readily available, commissioning a junior college expert to do a feasibility study, and convincing the University of Alberta Board of Governors and the Provincial Government of the need to establish such a college even before specific junior college legislation had been discussed in the House.

The short-term result of this campaign was to establish a college which was described seven years after its inception, by Dr. W. H. Johns, President of the University of Alberta, as (Loken, 1965:44) "the best example of the public junior college in Western Canada if not in the whole country."

The major program thrust of the Lethbridge College was in first-year university transfer courses which were immediately successful. In addition, one-year technical, commercial and general courses were offered but were less popular (Alberta Colleges Commission, 1971c:11). Subsequently second-year university transfer courses were offered, but the transfer program was moved in 1967 from the college to the newly established University of Lethbridge. Since that time a broad range of technical-vocational and community service courses have been instituted.

The wider implication of the Lethbridge Junior College initiation was the endorsement of this form of post-secondary education by the government, which in 1958 introduced legislation which provided a more comprehensive statutory base and opened the door to a flurry of activity in the field of public junior college education.

Four other colleges were established in a manner similar to Lethbridge College: Red Deer (1964), Medicine Hat (1965), Grande Prairie (1966), and Grant MacEwan, in Edmonton, in 1970. All but the last-named leaned initially towards university parallel programs (Stewart, 1965:30). In addition to the four types of colleges mentioned above, other institutions offering post-secondary educational services have emerged in Alberta (Stewart, 1965:31-35).

College St. Jean in Edmonton was founded in 1911, according to Rev. Arthur Lacerte, for the purpose of offering secondary education to boys who intended to enter the priesthood. In 1942, at the request of many parents and organizations the scope was broadened to offer bilingual secondary education to any boys who met the entrance requirements. In 1963 a two-year bilingual teacher-training program was commenced in affiliation with the University of Alberta. Finally, in 1970, College St. Jean became a bilingual college of the University of Alberta.

Alberta College, Edmonton, founded in 1903 by the Methodist Church, does not offer courses at the university level, but does offer programs for adults, especially in high school matriculation subjects, business and music.

To complete the list of colleges offering post-secondary programs in Alberta, Stewart (1965:35) makes reference to the Alberta Vocational Centres at Calgary, Edmonton, and Fort McMurray; the Fire Officer's Training School, Vermilion, and the Alberta Forestry Technician School at Hinton.

Considering the many institutional forms which have emerged

over the years it is inevitable that there be program and service imbalances due to each following its own perceived functions in the absence of overall system rationalization. However, the need for coordination is most obvious when two or more institutions of higher education coexist in a state of dependence, or where more than one institution attempts to provide similar services in the same region. Some of the ways in which coordination has been effected in Alberta will be considered in the next three chapters, each dealing with a specific phase. Conclusions on coordination are deferred until the end of the last of these chapters.

The first phase begins with the emergence of the private junior colleges, and ends with the establishment of the first public junior college.

The second phase takes in all the developments commencing with the Public Junior Colleges Act, 1958, and ends in 1967 with the formation of the Provincial Board of Post-Secondary Education.

The present phase of development takes in the activities of the Provincial Board of Post-Secondary Education and the Colleges Commission, and will likely last until this body is replaced or reconstituted.

System rationalization has been a recurrent concern in each phase, as the following examples illustrate:

1. The need for direction in the form of legislation or regulations was apparent to the trustees of Lethbridge Public School District as they grappled with the task of establishing a new type of college.

2. In 1967 Farquhar (1967:vi) concluded that the desire to develop college opportunities was clearly demonstrated but "in the absence of coordinated direction and positive leadership, developments have been sporadic so far and have not been congruent with the purposes expressed."

3. Fenske (1971) saw coordination being currently necessary to provide comprehensive post-secondary education services on a province-wide basis throughout Alberta.

However, in spite of the acknowledged need for coordination, as happened elsewhere, Alberta appears to have acquired a provincial college system more by evolution than by design.

Chapter 4

COORDINATION IN ALBERTA--PHASE I

The first phase is characterized by a strong, protective, monopolizing University of Alberta, whose legal authority was set forth in the original University of Alberta Act (Government of Alberta, 1910) in the provision for affiliation with the university of any institution or college in the province established for the promotion of any other useful branch of learning (Farquhar, 1967:65). In keeping with this Act provision for the establishment of colleges within the public school system was included in the School Act, 1931 (Government of Alberta, 1931:c 121):

> The Board of every district shall, at its discretion, have power, upon obtaining the consent in writing of the Board of Governors of the University of Alberta and the approval of the Minister of Education, to establish a college, in affiliation with the University of Alberta, in which may be taught work of a university grade not to exceed that commonly accepted for credit for the first two years of an Arts course, and may maintain and administer the college, and be entitled to receive grants under The School Grants Act in respect of the same.

Thus, while a school board could initiate action to establish a public junior college the Board of Governors of the University had the power to set the conditions through the affiliation agreement. The nature of this affiliation agreement, however, was shaped in response to the early private junior colleges.

Early Affiliation Agreements

The first junior college in Alberta was Mount Royal College which acquired affiliation in 1931. In anticipation of the need for control a set of affiliation regulations was drawn up by the University in 1930 (University of Alberta, 1930). A special committee of the Senate known as the Committee on Junior Colleges was appointed to administer these controls. Included in this committee were the President of the University who acted as chairman, the Dean of Arts and Science (vice-chairman and convenor), the chairman of the First Year Committee, the Registrar as secretary, and another faculty member.

The Senate minutes of October 1930 contain a statement put forward by the committee supporting the concept of the junior college. Advantages in such an arrangement were seen to accrue to the University as well as to the residents of the province, especially in the south, but concern was expressed for the maintenance of standards:

> If the standard of work can be rigorously safeguarded and if the college is supported independently of subsidies from the state, there is an economic justification in that the resources of the state are to that extent husbanded for the higher work of the senior division of the Arts and Science Faculty and the professional schools. The opportunity is provided as well, for students who may not desire to complete the requirements for a degree, to carry forward their education well beyond what the high schools have hitherto been able to provide in their own locality. The cause of higher education is thereby advanced.

The committee recommended that it was desirable in the interests of higher education in Alberta to look forward to a policy of affiliation of junior colleges, but only under the following conditions:

1. Staff:
   (a) Number of staff: a minimum of six teachers giving the major part of their time to junior college work.

   (b) Qualifications of staff: University graduates with special training in their special fields and at least one year of post-graduate study.

2. Organization:
   Junior college work may be associated with the work of the high school but must be dissociated both in organization and in building from the work of the primary grades.

3. Equipment:
   Library and laboratory equipment to be reasonably adequate in the subjects taught in the junior college.

4. Examinations:
   The examinations in the two years of the junior college to be the regular university examinations or as an alternative the grade XII departmental examinations and the regular university examinations of the second year.

   The conditions of entrance and of advancement to the second year to be those which obtain in the university.

5. Financial Support:
   Except in the case of high schools which may obtain junior college affiliation and receive the regular departmental grant, junior colleges to be affiliated on the basis of private financial support only.

One dissenting voice was raised in the committee, that of G. H. Ross, who stated his agreement with section 4 only:

> I do not consider it the concern of the University where or under what conditions the work is taken. I would eliminate sections 1, 2, 3 and 5 from the recommendations and admit to third year work any student who passes the necessary examinations of the second year or the equivalent thereof. Under such a policy there would be no need for junior colleges or high schools being affiliated with the university. Such affiliations are not helpful to a university and are not desirable.[1]

At a subsequent meeting of the Senate the recommendations of

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[1]Unless otherwise specified, the sources of information or quotations are the recorded minutes dated as in the text.

the committee were accepted and the affiliation policy was published (University of Alberta, 1931a), one which was to have a profound effect on the college system over the next forty years.

The first recorded meeting of the Committee on Junior Colleges was held on May 30, 1931, for the purpose of dealing with a request from Mount Royal College to approve a list of ten courses in the three divisions: Languages and Literature; Philosophy, History and Political Economy; and Mathematics and Natural Sciences.

After a full discussion it was decided that approval be denied for Philosophy 2 and Mathematics 1, because of staffing deficiencies for these courses.

The next meeting was held on June 9 to deal with the draft of the material for the proposed circular to be issued by Mount Royal College, announcing the Junior College Program (University of Alberta, 1931c): ". . .After some discussion it was decided that the Dean of Arts and Science, in consultation with the Registrar, should revise the material presented." It was later reported that Dr. Kirby (Principal of Mount Royal College) had accepted the amended draft as prepared.

This kind of unilateral control by a committee dealing with matters referred to it, in the absence of participation by those affected, is typical of the activities of the Committee on Junior Colleges, as is shown by the analysis of minutes for the period 1931-58.

In the twenty-eight years covered by this period the committee met officially on fourteen occasions, at irregular intervals ranging from one week to seven years. Generally the meetings were of short

duration lasting one to one and one-half hours, were closed in the sense that no junior college representatives were present, dealt almost exclusively with formal written submissions and requests, and resulted in decisions which were consistent with established policies preserving and entrenching the central authority of the University.

Table 2 is a summary of the actions taken by the committee grouped under four main categories. The major kind of activity was that having a direct effect on the quality of programs and standards of instruction in the junior college. In all but three of the fourteen meetings such decisions were made as approving or disapproving of an instructor nominated by a college, or requiring substitutions of one course for another in the light of an instructor's competence to teach. At six meetings decisions were made requiring colleges to comply with centralized administrative procedures such as referring difficult admission cases, submitting test scores, and closer supervision of examinations. Other recurring decisions involved restricting the scope of junior colleges to limit their role to a level acceptable to the committee, and making arrangements for on-site inspection of physical facilities.

From this analysis, apparently the Committee on Junior Colleges met when the need arose to respond to some request or new situation in the college field. It was not a planning or coordinating body in the sense that it sought to develop and rationalize a system of higher education for the province. Its main focus was to prevent the erosion of standards threatened by the expansive ambitions of private colleges.

The actions of the committee were consistent in following

Table 2

Summary of Activities of the Committee on Junior Colleges 1931-1958

	Control of admin. procedures	Quality & standards; curric. & instructors	Control of scope of program	Inspection & approval of facilities
May 31, 1931		x		
Junr 9, 1931	x			
Oct. 28, 1931		x		x
Sept. 7, 1932	x	x		
Oct. 28, 1932	x		x	
Sept. 19, 1939	x	x	x	
Sept. 19, 1941		x		
Sept. 19, 1942		x	x	
May 13, 1943		x		
March 11, 1947		x		x
July 5, 1947		x		
Aug. 24, 1953		x		
Feb. 27, 1957	x			
May 23, 1957	x	x	x	x

established routine. Decisions appear to have been promptly and unanimously reached, and there is no evidence of any desire to engage in any discussion of the merits of a proposal. When Rev. J. H. Garden, principal of Mount Royal College, attempted to establish such dialogue (University of Alberta, 1942) he was informed that requests be made in "formal documentary form, rather than as informal verbal requests."

There was, however, some confusion over conditions for affiliation, perhaps stemming from the infrequent meetings of the committee, and the failure to adjust its stance over the years. At the meeting of August 24, 1953, the president reported that a formal application for affiliation had been received from St. Anthony's College. The officials of St. Anthony's had requested that, in the event the application were refused, specific information be furnished as to the requirements that would have to be met for affiliation (University of Alberta, 1953).

The discussion which followed reveals that a new issue had been raised in addition to the maintenance of standards, namely, direct competition with the University. One committee member observed that it seemed undesirable to set up affiliated junior colleges in Edmonton where students have the opportunity of attending the University. The president replied that this question of policy was being studied by the Board of Governors and the committee should limit its deliberations to the question of maintaining academic standards.

The outcome of the discussion was an agreement over tactics to delay a decision on St. Anthony's application until the Board of

Governors had reviewed the situation.

To what extent the Board did consider the affiliation agreement is not clear, but the committee apparently did not meet again until three and one-half years had elapsed, and no further mention is made of St. Anthony's application. It is clear, however, that no change in policy was considered necessary since at the next committee meeting, held on February 27, 1957, only slight modifications were made, although the chairman referred to the need to review the regulations in the light of changes which had occurred in the general situation since 1930. This was a reference to the public junior college idea.

It was agreed to recommend to the General Faculty Council, to which the committee now reported, that three additional members be appointed to the Committee on Junior Colleges, these being the Dean of the Faculty of Education, ex officio, one person from the Faculty of Arts and Science representing the liberal arts, and the Director of the Evening Credit Program, ex officio.

The new regulations relating to junior colleges were established as follows (University of Alberta, 1957):

1. Staff -

   (a) Number of staff: A minimum staff of six teachers giving the major part of their time to junior college work must be maintained.

   (b) Qualifications of Staff: The members of the staff must hold at least the Master's degree in the main field of instruction. Subject to the regulations of the Department of Education, all staff members offering instruction in High School work must hold teachers' certificates. All staff members offering instruction at the University

level must be approved for appointment by the Committee on Junior Colleges of the University of Alberta.

2. Curriculum -

The program of studies for university credit must be approved by the University Committee on Junior Colleges.

3. Equipment -

Library and laboratory facilities must be adequate in the subjects taught in the junior college.

4. Admissions -

The conditions of admission to university programs at junior colleges will be those which obtain in the University of Alberta.

5. Examinations -

The examinations of the junior college will be the regular university examinations of the first year.

6. Financial Support -

The University of Alberta assumes no responsibility for the financial support of affiliated junior colleges.

7. Affiliation with other Institutions -

Junior colleges affiliated with the University of Alberta may not have or enter into affiliations with other colleges or universities without the permission of the General Faculty Council.

Internal Regulations

In addition to the regulations for publication two additional regulations for the guidance of the Committee in its functioning were recommended.

1. The Committee on Junior Colleges will undertake to consult and secure approval of the departments concerned before giving approval to the appointment of any member of the teaching staff of a junior college.

2. The Committee on Junior Colleges will secure the consent of the appropriate faculty council before giving approval of the program of courses to be offered for university credit at junior colleges.

These changes had the effect of centralizing to a greater extent the control of junior colleges within the University by specifying approval of instructors and programs by the committee, imposing the same admission standards as used by the University and prohibiting unauthorized affiliations with other colleges or universities, a move apparently directed at Mount Royal College.

At the same time the committee intended to disperse some of its influence within the University structure by involving any departments and faculties of the University affected by decisions.

The final event of this phase was the approval of program and staff for the initial year of Lethbridge Junior College. This is recorded in the minutes of February 27, 1957. While no mention is made of the involvement of the committee in the establishment of the first public junior college, the considerable contribution of individual members of the university is documented elsewhere.

University Response to the Lethbridge Junior College Movement

Markle (1965:43) states that from the outset there was:

> ... a lively interest shown by University of Alberta authorities who would, in the final analysis, decide whether certain educational requirements had been met and if, indeed, Lethbridge should or should not have a public Junior College.

While Dr. Andrew Stewart, President of the University of Alberta, was interested in the Lethbridge project, Markle (1965:44) credits Dr. Walter H. Johns, then Dean of Arts and Science and subsequently President, with giving the movement great impetus. Johns foresaw the upward trend in enrollment in higher education and conceived of the need for local campus facilities and junior colleges.

In a memorandum to Dr. Stewart, Dr. Johns referred to a number of factors that would be advantageous in establishing first-year university work in Lethbridge: availability of qualified members of the Lethbridge Collegiate Institute Staff, proximity of the Science Service of the Dominion Department of Agriculture which could be a source of personnel; and the existence of library and laboratory facilities, which, with the proposed classroom addition to the Collegiate Institute, would meet the immediate space needs (Markle, 1965:46).

On the question of program scope Johns, in the same memorandum, advised that university transfer work be the first consideration with more comprehensive programs becoming available later. In this way the University would be able to direct the early progress of the college and might facilitate government financial support (Markle, 1965:47).

At a special meeting held in June 1955 the Lethbridge Public School District Board, encouraged by the support of the university, passed the following resolution (Markle, 1965:48):

> That this Board apply to the Board of Governors of the University of Alberta and to the Minister of Education for the establishment of a College in Lethbridge, Alberta, in which may be taught subjects of University level and other subjects of a general and/or vocational nature beyond the level of high school in accordance with Section 178, Subsection 3, of the School Act, or on such other basis as may be deemed advisable.

The resolution was submitted to Dr. Swift, Deputy Minister of Education, with a letter explaining that the intent was to obtain approval in principle for the proposal to establish a junior college or university extension centre (Markle, 1965:48).

In his reply Swift reminded the Board of the need for university affiliation but stated his concern that the university not exercise controls over what may be matters not of univeristy concern (but presumably of concern to the government, such as vocational programs). He alluded to the possibility of a joint university and government policy in relation to junior colleges and related questions (Markle, 1965:49).

A few weeks later the President of the University wrote to the Minister of Education expressing the desire for discussions on "the broad problems of post-school education in general and in particular the requests that have been made by the Calgary University Committee and the Lethbridge School District."

Subsequently the Minister of Education and the Chairman of the Board of Governors of the University appointed a committee to deliberate the question, consisting of the Deputy Minister and Dr. Johns. The two-man committee considered the administrative and financial implications and suggested the kind of permissive legislation which would be necessary to permit the joint participation of several local school boards, in the operation of a junior college (Markle, 1965:50).

Subsequently, at a meeting in April, 1956, described by Markle (1965:51) as probably the most important meeting in the entire early development of the Junior College in Lethbridge since it brought together the Minister and Deputy Minister of Education, the Provincial Director of Curriculum, the Vice-president of the University of Alberta and representatives from all the county, divisions and school

districts within the Lethbridge area, and dealt with matters relating to definite organization.

At this meeting the Minister stated (Markle, 1965:52):

> . . .that if only University courses were offered the college must look for support from University funds, but that government grants would be available if the college offered not only University but also non-university courses of a vocational nature.

The basis of financial contribution of participating school boards, and the necessary changes in the School Act were discussed.

Finally in April 1957, according to Markle (1965:53), the Board of Governors of the University of Alberta announced its approval of the establishment of a Junior College in Lethbridge "providing the conditions of affiliation as established by General Faculty Council are met."

Following in rapid succession after this announcement the Lethbridge Junior College Board was convened (April 19, 1957); permissive legislation drafted by Swift was passed by the Provincial Legislature (1957), and in 1958, one year after the college commenced operation, a permanent Public Junior Colleges Act for the Province of Alberta was enacted which affirmed that (Government of Alberta, 1958):

> for the purpose of teaching subjects of University level not higher than the level commonly accepted for the first year beyond University of Alberta matriculation in a course leading to a bachelor's degree, or for the purpose of teaching other subjects of a general or vocational nature not provided in the high school curriculum of the Province, Junior Colleges may be established and operated pursuant to this Act.

In this way public junior colleges became a legitimate part of the Alberta system of higher education, oriented primarily to university transfer work under the close control of the University of

Alberta, but at the same time required to offer non-university programs and services, in order to meet the conditions of government financial support.

Chapter 5

COORDINATION IN ALBERTA--PHASE II

As in the first phase of the development of coordination in Alberta the second phase is dominated by the University of Alberta. Although there are many similarities in the role played by the university in this period as in earlier years, significant changes took place in the environment of higher education between the years 1958-1967 to warrant this being considered a distinct phase.

One important change was the expansion of junior college opportunity by the creation of new public colleges and the extension of university transfer programs in the private colleges. Another change which affected the role of the University of Alberta was the emergence of the Calgary campus as an independent university. Finally the provincial government began to take a more active interest in the development of a comprehensive system of post-secondary education for the province.

In the face of these changes the university sought to preserve its jurisdiction and responsibility for standards through affiliation regulations which were executed by the Committee on Junior Colleges. As before the stance of the committee was reaction and containment rather than initiation and leadership, and in this way the university provided the necessary coordination and control of ambitious and expansion-minded colleges.

The events of this period can be traced along several parallel

lines or trends. These are:

1. The enlargement of junior college opportunities.
2. The dispersion of power within the university system.
3. The power struggle between the university and junior colleges.
4. The involvement of other interest groups.

THE ENLARGEMENT OF JUNIOR COLLEGE OPPORTUNITIES

At the time of the passing of the Public Junior Colleges Act in 1958 there were two junior colleges affiliated with the University. These early affiliation agreements were made with Mount Royal College in 1931, and Lethbridge Junior College in 1957. Camrose Lutheran College gained affiliation status in 1959, and three public colleges were established in the period 1958-1967: Red Deer (1964), Medicine Hat (1965), and Grande Prairie (1966).

The probability of new junior colleges was acknowledged and encouraged by university senior officials, most notably Dr. Johns. Loken (1965:47) cites Harold C. Melsness in 1955 as follows: "It seems more and more evident that the policy of the Government and the University will be to encourage the establishment of junior colleges in the near future."

It was in anticipation of increased activity in administering affiliation agreements that had prompted the expansion of the committee and review of the regulations in 1957.

The first request of this period was received from Camrose Lutheran College. Prospective instructors' transcripts were

scrutinized by the appropriate departments of the University of Alberta and the facilities were inspected and approved. On May 27, 1959 the Committee on Junior Colleges agreed that "the Board of Governors should be advised that the Committee felt that an affiliation agreement might safely be entered upon for a trial period of a year."[1]

The case of Camrose Lutheran College illustrates the procedure which had been established for considering an affiliation request, namely: approval of proposed courses and instructors by the committee, or by departments of the university with the endorsement of the committee; similar approval of facilities, especially library and laboratories; and finally a recommendation through General Faculty Council to the Board of Governors. However this sequence of events was not convenient for proposed new colleges established under the Public Junior College Act by which the following steps were necessary (University of Alberta, 1964a):

1. Sponsoring by school boards.
2. Formation of a provisional Junior College Board.
3. University approval of affiliation, subject to conditions.
4. Ministerial approval and incorporation.
5. Affiliation.
6. Opening of the college.

Until incorporation the board could not collect or spend money to develop the necessary facilities.

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[1]Unless otherwise specified the sources of information on activities of the Committee on Junior Colleges are the recorded minutes, dated as in the text.

In recognizing the difficulty of approving affiliation subject to certain conditions, at such an early point in the establishment of a new college, the committee passed a resolution:

> . . .That it be recommended that the Public Junior Colleges Act be amended so as to require approval of the Department of Education of the feasibility of any proposal submitted to it by a provisional Junior College Board, the Minister of Education having the right to consult the University of Alberta for an opinion on the academic aspects of the proposal if desired.

If this approval be given the college board would be able to incorporate and proceed with its affiliation application. The full intent of the motion is not clear from the minutes, but apparently the committee did not want to be in the position of making decisions on the establishment of colleges, other than those affecting academic standards or the interests of the university. Certainly the responsibilities of the University and the Department of Education regarding the establishment of new public colleges was not clear at this time, as is illustrated by the committee's response to the applications of Red Deer Junior College and Medicine Hat Junior College for affiliation (University of Alberta, 1964b):

> Normally, the committee would not recommend final approval for affiliation of a junior college until the inspection of the facilities had been completed. However, in this case, there would not be an opportunity between the expected date of completion and the beginning of the school year to forward a recommendation to the General Faculty Council. . . .Accordingly, on the basis of the information at hand and the assurances of Mr. Dawe that the necessary equipment and books are being ordered, it was moved and carried:

that affiliation be granted to Red Deer Junior College for one year, with inspection during the year, before recommending an extension of the period.

In the case of Medicine Hat's application the committee again showed its reluctance to become involved in decisions having implications beyond the maintenance of academic standards. Hillcrest Christian College was also aiming at the establishment of a private junior college in 1966. The committee felt that the economic feasibility of two junior colleges serving the same area should be studied carefully. A motion was carried that the application be referred to the Department of Education for study (University of Alberta, 1964b).

At the meeting of August 26, 1964 the chairman announced that both the Department of Education and the Board of Governors of the University had approved Medicine Hat's application for affiliation in spite of the fact that no such recommendation had as yet been made by the Committee. The chairman expressed the hope that better liaison between the committee and the Board would exist in the future.

Although the function of the Committee on Junior Colleges, as a sub-committee of General Faculty Council, was primarily advisory the committee, and in particular its chairman, assumed executive authority in negotiating with colleges and approving staff and programs. General Faculty Council showed no inclination to reject the recommendations of the committee, except in the case of the application of College St. Jean for affiliation.

At the committee meeting of April 15, 1963 the dean of the Faculty of Education read an eleven-item suggestion approved by the Board of Teacher Education and Certification under which College St. Jean would offer the first two years of a bilingual teacher education program, the third year being taken at the University of Alberta.

It was moved and carried (University of Alberta, 1963b):

> That the committee express its opposition to the proposal in the present form and its feeling that, if College St. Jean wishes affiliation as a junior college on the terms which now apply to other junior colleges, the committee would be willing to consider its application.

However, at the next committee meeting the chairman announced that General Faculty Council had agreed to approve in principle the affiliation of College St. Jean on the basis of a special agreement. The Committee on Junior Colleges was to be responsible for deciding when sufficient staff, properly qualified, were available (University of Alberta, 1963c).

DISPERSION OF POWER WITHIN THE UNIVERSITY SYSTEM

The dispersion of power from a select group known as the Committee on Junior Colleges commenced in 1957 with the decision to enlarge the committee and to have appropriate departments scrutinize instructors, and faculties, programs. The committee would then submit affiliation decisions to General Faculty Council. Likewise departments would assume responsibility for examination standards.

At the committee meeting held on July 13, 1961 the chairman raised the question of the role of the University of Alberta, Calgary, regarding Alberta junior colleges, since junior courses in some departments were different in Calgary and Edmonton, with separate exams. It was agreed that a uniform policy was needed so that junior colleges in the south would not be considered the domain of the University of Alberta, Calgary, since such action might result in different policies for northern and southern junior colleges.

Three motions were carried which are summarized as follows (University of Alberta, 1961):

> (a) That the basic principle be adopted that courses presented in Alberta junior colleges be courses offered on the Edmonton campus.
>
> (b) That any department in Edmonton may arrange that the exams written at Mount Royal College and at Lethbridge Junior College be those set and marked at the University of Alberta, Calgary.
>
> (c) That departments whose courses are offered in junior colleges should be reminded that it is their responsibility to make arrangements to ensure the equivalence of standards in term and final examinations between Alberta junior colleges and the University of Alberta.

Eighteen months later the committee reconsidered these resolutions in the light of the rapid development of the University of Alberta, Calgary, and the increasing number of their own courses with their own numbers. Also Mount Royal College and Lethbridge Junior College found it much easier to deal with Calgary than Edmonton.

Discussion indicated that a split between policy and practice was desirable, with a central policy-making committee, but decentralization of surveillance over junior college programs. The maintenance of uniformity of standards was considered of paramount importance, a responsibility which should be made clear to departments at Calgary.

The following motion was then carried (University of Alberta, 1963a):

> That the Committee on Junior Colleges recommend to the General Faculty Council
>
> (1) that the membership of the Committee on Junior Colleges be expanded to include representation from the University of Alberta, Calgary, and that the committee thus expanded continue

in its present function; and

> (2) that beginning with the 1963-64 winter session Lethbridge Junior College and Mount Royal College carry on their programs under the surveillance of the University of Alberta, Calgary, while Camrose Lutheran College carries on its program under the surveillance of the University of Alberta, Edmonton.

By this resolution therefore, the committee further dispersed its power within the university system to allow for greater participation by the Calgary campus. At the same time, however, it resisted the suggestion of the newly-formed Alberta Association of Junior Colleges that representatives be invited to meetings of the committee to share in discussions. The control of junior colleges was clearly to remain in the hands of the university, for the time being at least.

On May 11, 1964 the likelihood of the University of Alberta, Calgary becoming independent was mentioned, which once more raised the question of surveillance of junior colleges in the province. The matter was referred to again in a memorandum to the chairman of the committee from President Johns, who outlined the situation as follows (University of Alberta, 1964c):

The legislature had revised the University Act at the 1964 session providing for the establishment of a Co-ordinating Council which would have, among other things, the duty and power to recommend to the Board the action to be taken on affiliation. Thus the whole question of the continuation of the Committee on Junior Colleges was raised. The President thought that it should be a sub-committee of the Co-ordinating Council, and asked for the committee's views.

The matter of the status of the Committee on Junior Colleges was discussed by the committee on August 26, 1964. The committee agreed that there should continue to be one committee responsible for matters of common interest throughout the province, such as the maintenance of standards of affiliation and qualifications of staff. However, there appeared to be a need for a committee on each campus to look after the details of operation of the affiliations, such as examination standards and procedures, the development of courses, and so on. Also since the Coordinating Council had the power to report directly to the Board of Governors rather than to two General Faculty Councils it was moved and carried that as an interim measure, it be recommended "that the Committee on Junior Colleges be named a Committee of the Coordinating Council."

With regard to the future and the probable separation of the University into two institutions, the Committee felt unable to make any suggestions at that time, because of a lack of knowledge of what might develop.

At the committee meeting held on January 15, 1965 reports were received indicating that each General Faculty Council would prefer to have the jurisdiction for committee considerations retained in the hands of their respective Councils.

Apparently there was an impasse at this point with the President and Committee on Junior Colleges favoring the by-passing of the General Faculty Councils and the councils opposing this. In an attempt to resolve this predicament the Committee on Junior Colleges formed a sub-committee to investigate the possible types of

relationships the junior colleges might have with the respective campuses. It was agreed that the sub-committee might avail itself of the services provided by the firm of consultants which was currently studying the university. However, no reference to any action or recommendations of this sub-committee is contained in subsequent minutes.

In the absence of further clarification of its role the committee split itself along the lines of the two university campuses, and proceeded to deal directly with junior colleges much as before. About sixteen months later the nature and function of the committee was called into question by the Faculty of Commerce. The matter was discussed at the committee meeting of May 24, 1966 where it was agreed that in view of the changes in university structure, including the establishment of an independent University of Calgary, the chairman would ask the Coordinating Council to review the entire matter of representation on the Committee on Junior Colleges.

The changes in university structure and the responsibilities of the various agencies for junior colleges were specified in the Act Respecting Provincial Universities (Government of Alberta, 1966b) which was passed at the 1966 session of the Legislative Assembly. The relevant sections of the Act are as follows:

8. For each university there shall be a senate consisting of:

   (c) thirty representative members, to be elected by the ex officio and appointed members to represent affiliated colleges or institutions, geographical areas and groups and organizations with an interest in the university.

34. (1) Subject to the authority of the board, a general faculty council is responsible for the academic affairs of the

university and in particular but without restricting the generality of the foregoing, the general faculty council is empowered to

(o) make recommendations to the board with respect to affiliation of other institutions.

39. (4) Nothing in this section takes away or impairs the right of control that an affiliated institution or college has over its students.

45. (2) Subsection (1) does not take away or impair any right of a college or institution affiliated with a university

(a) to make such provision with regard to religious instruction and religious worship for its own students as it considers proper, and

(b) to require the observance thereof as part of its own discipline.

60. (4) The universities Co-ordinating Council may determine minimum standards for the affiliation of colleges or institutions with a university and may recommend

(a) the affiliation of a college or institution with a university and the terms thereof, and

(b) the dissolution of any such affiliation or the modification of the terms thereof.

The Act makes the Coordinating Council responsible for establishing province-wide standards for affiliation, while leaving each General Faculty Council responsible for academic standards of any affiliated college; but both bodies are empowered to recommend to the Board of Governors on any specific requests for affiliation.

The University of Alberta interpreted the Act as justifying its right to continue to enforce general regulations pertaining to junior colleges seeking affiliation with the University of Alberta and reaffirmed its policies in the 1966-67 Calendar as follows (University of Alberta, 1966b:730-31):

By authority of the Co-ordinating Council of the University, junior colleges may be recommended to the Board of Governors for affiliation under the following conditions:

(1) Staff:

(a) A minimum staff of six teachers giving the major part of their time to first-year junior college work, or ten giving the major part of their time to first and second year junior college work.

(b) Qualifications of staff: The members of staff teaching only first year courses should hold at least the Master's degree or its equivalent in the main field of instruction; those teaching any second year courses should hold substantially higher qualifications in the appropriate field of instruction.

All staff members offering instruction at the university level must be approved for appointment by the Committee on Junior Colleges.

(2) Curriculum:

Courses and programs of studies for university credit must be approved by the Committee on Junior Colleges.

(3) Equipment:

Library and laboratory facilities must be adequate in the subjects taught in the junior colleges.

(4) Admission:

The conditions of admission to university courses and programs at a junior college will be those which obtain in the University of Alberta.

(5) Examinations:

The examinations of the junior colleges in courses offered for university credit will be the regular university examinations in these courses. In addition to Physical Education not more than ten full courses may be offered for university credit by any student taking both first and second years at the junior college.

(6) Financial Support:

The University of Alberta assumes no responsibility for the financial support of affiliated junior colleges.

(7) Affiliation with Other Institutions:

Junior colleges affiliated with the University of Alberta may not have or enter into affiliation or accreditation agreements with other colleges or universities without the permission of the Co-ordinating Council.

(8) Period of Affiliation Agreement:

The period of any affiliation agreement shall be five years.

(9) Public Announcements:

All documents which an affiliated institution proposes to issue for public information and which proposes to contain a statement of the institution's relationship with the university or other universities shall be submitted before printing for the approval of the President of the University.

Similar regulations were drawn up at the University of Calgary.

To complicate what was already a confused situation the Coordinating Council established its own Junior College Committee under the chairmanship of Dr. W. D. Neal, to consider provincial policy and to negotiate with the newly-formed Provincial Board of Post-Secondary Education (which is discussed later in this report).

According to Dr. Neal (p.com.), in attempting to guide the Coordinating Council, he and his successor, Dr. Blackley, submitted three reports in 1968, 1969, and 1971, the first of which set out general principles of affiliation on a provincial basis, the second attempting to establish operational procedures, and the third dealing with arrangements for specific applications.

With the establishment of the Coordinating Council came the end of the Committee on Junior Colleges as the sole controller, and sometimes coordinator, of junior colleges in Alberta. The traditions

and name of this committee were continued as a sub-committee of General Faculty Council of the University of Alberta, to advise the Council and to maintain liaison with the Coordinating Council and the Junior College Committee of the University of Calgary.

POWER STRUGGLE BETWEEN THE UNIVERSITY AND JUNIOR COLLEGES

The previous section has dealt with the activities of the committee on junior colleges in making recommendations on affiliation, a necessary step in the creation of a junior college, and in quality control of the curriculum. The committee was not equipped with nor did it ever seek the power to coordinate junior colleges as a provincial system. It referred matters of feasibility and need to other agencies such as the Department of Education and the Board of Governors, and did not attempt to initiate junior college development.

The committee, however, did not take lightly its responsibility for the preservation of standards, and in exercising controls over courses, programs, instructors, examinations, facilities, student records and admissions it was involved in policy-making and supervision of many of the colleges' activities.

In most instances the colleges deferred to the superior authority of the committee, but there is evidence of considerable initiative on the part of local leaders in trying to develop their institutions and programs within the constraints of the committee's policies.

Perhaps the best illustration is provided by Mount Royal College, the affiliated college of longest standing.

The Committee on Junior Colleges Versus Mount Royal College

Being the first affiliated college it is natural that Mount Royal College offers some good illustrations of the interaction between the Committee on Junior Colleges and local college leaders. At its first meeting in 1931 the committee disallowed some courses and recommended others, and required the revision of the proposed circular to describe the new junior college program.

In September 1932 the committee expressed its concern over registration procedures at Mount Royal. Apparently some students had registered for summer courses at the University, and later, for winter courses at Mount Royal, without completing the directed reading required at summer school--the University policy of restricted registration must be followed in such cases. It was agreed that to safeguard this and other registration policies all Mount Royal registrations for University credits must be approved by a responsible officer of the University. It was further agreed that steps be taken by the University to accept more responsibility for the supervision of examinations.

In 1942, despite difficulties of obtaining qualified staff during the war years, Mount Royal College sought to add to its basic Arts and Science program. The request was turned down on the grounds that there was plenty of scope for useful work in the field to which junior colleges were peculiarly adapted, without aspiring to develop into professional schools.

The year 1957 ushered in the era of the public junior college and the promise of increased activity in post-secondary education

generally. To cope with the anticipated pressures the committee was enlarged and affiliation regulations revised.

One important new rule prohibited a junior college, affiliated with the University of Alberta, from entering into similar agreements with other universities, without the permission of General Faculty Council. This regulation was aimed at Mount Royal College which had established liaison with universities in the United States, and had not enrolled students in University of Alberta affiliated courses since 1952-53. The reason for this, as stated in a memorandum written by Mr. W. J. Collett, Principal of Mount Royal (University of Alberta, 1959), was the attempt to provide post-secondary education of university caliber to non-matriculated students, which was contrary to the admission requirements of the University of Alberta, but acceptable to some American institutions. Collett expressed the desire to re-establish ties with the University and asked for permission to admit students without senior matriculation to courses of university level, while concurrently being registered in high school courses to complete their matriculation.

The committee was reluctant to establish such a precedent but agreed to admit candidates with one matriculation deficiency, provided that their average on the other five subjects was 60 per cent or better, and the deficiency would have to be cleared before the student could be admitted to the second year at the University.

In making this concession the committee recognized only one of the three basic target groups identified by Collett as follows:

1. A large percentage lacking the foreign language requirement.

2. A good percentage who left school prematurely due to failing to develop the necessary habits of study and concentration, or due to immaturity, lack of ambition or faulty guidance.

3. A good number of adults who left school because of poor results, finances or some other good reason.

In insisting on only one matriculation deficiency and a 60 per cent average, groups 2 and 3 were effectively disallowed. However, this concession would not be permitted until September 1960 (i.e., not allowed for the coming academic year) and would be conditional upon the college actually improving its standards by reviewing its staff, curriculum and equipment.

Mount Royal College, however, chose to explore another avenue to its goal of providing opportunities for matriculation-deficient students, and this came to the attention of the committee at the meeting of March 4, 1960:

> The chairman said that the main purpose of the meeting was to decide what to recommend to the General Faculty Council regarding the relationship between Mount Royal College and the University, particularly in view of two recent developments. . . .It appeared that Mount Royal College was seeking to obtain federal aid on the basis of an inference that Mount Royal College courses were acceptable by the University of Western Ontario for credit at the university level. (Contrary to Regulation #7.)
>
> He then referred to the draft calendar announcement for 1960-61 submitted by Mount Royal College for approval by the university. . . .The description of the programs and the numbering of the subjects made it abundantly clear that the main purpose of the college was to prepare students for transfer to institutions other than the University of Alberta. The conclusion was almost inescapable that the affiliation agreement with the University of Alberta was being used as a means to persuade students to believe that other institutions would grant credits on transfer for work done at Mount Royal College in the belief that the University of Alberta recognized the work of the college.

Under the threat of disaffiliation Mount Royal College was required to reorganize and reword its calendar making clear that the University would not grant credit for work done except in certain approved courses and only if certain conditions were met. Also the advertising of relationships with other institutions had to be removed.[2]

At a subsequent meeting (University of Alberta, 1960b) the Rev. Collett explained his attempt to meet the "salvage" function, and alluded to the success of his college in doing so. He denied that there were any affiliation agreements with other institutions although programs were designed to prepare students for transfer to them. From an economic standpoint the college had to depend on these programs, since there would not be enough students drawn to the regular transfer or terminal programs. However the college was reluctant to separate from the University, and he would redraft the calendar in the light of these discussions.

Collett later submitted a statement outlining three proposed programs for the approval of the committee. These proposals and the committee's decision are summarized (University of Alberta, 1960c):

1. Terminal Course - two year post-high school programs planned with direction and advice from the University (approved).

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[2]It is clear from this episode that Mount Royal College wished to infer from its affiliation agreement a status of "accreditation" by which its total program would be recognized without the imposition of close controls. The benefits of an accreditation system over an affiliation system were discussed from time to time by the committee.

2. Matriculation program - one year of matriculation studies for students who hold a high school diploma preferably with students writing examinations apart from the usual high school examinations (approved contingent upon the students writing the regular grade XII examinations).

3. Matriculation deficiency program - for students averaging 60 per cent in five subjects including English 30, but deficient in one subject. They would register in this deficiency and four first-year courses provided: (a) that instructors in first-year courses are approved by the university; (b) that the student passes examinations in the first-year courses set by the university (might be approved, but only under terms by which some measure of control be exercised over the college).

The matriculation-deficiency program did go into effect for the following winter session, but the committee recommended a review and assessment before re-authorizing it for the 1961-62 session.

The assessment of the committee was later recorded (University of Alberta, 1961): It was clear that a few good students had registered in the program, and a large number of satisfactory students. More than half of the group, however, had unsatisfactory records on the University exams. However a few students with two deficiencies had been admitted in September 1960. In future the University would not admit students who had been registered in this program in error.[3]

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[3]This disallowance would apply even if a student, admitted in error, was successful in the first-year courses.

In February 1963 the results for the 1961-62 session were appraised. The consensus was that if one out of three people (that being the success rate) could be saved to go on to higher education, the program was worth it, and there was no disposition to terminate the arrangement so long as no irregularities occurred, such as students entering with two matriculation deficiencies. At the same meeting permission was given for Mount Royal College to offer a summer semester of university transfer work commencing in March but it was firmly agreed that the matriculation deficiency program should not be included in this semester, also the students would write the regular University supplemental examinations in September.

This decision was of limited value to Mount Royal College since only a small percentage of their students had clear matriculation standing at the beginning of their program (for example 10 out of 69 in 1961-62).

In seeking to attract students to its transfer program Mount Royal College exercised less stringency in its admissions procedures. Two departures from established practice were considered by the committee at the meeting of August 15, 1963.

The first concerned the practice of admitting students who had been required to withdraw from the University of Alberta or another university. Two such students had been admitted on the basis of extenuating circumstances. In future the college would be required to add a question to the application form asking the student if he had ever been refused re-admission to another university.

The second departure was the admission of a number of students

for the 1963-64 session with matriculation averages of less than 60 per cent. In fact these students had achieved only 59.5 per cent.

> It was agreed that students admitted this year with averages of at least 59.5% should be allowed to continue and be accepted by the University of Alberta, but next year the requirement of a full 60% average would be enforced.

The problem was raised of students who at the end of a year in the Deficiency Program, had successfully completed the year's work but still had a matriculation average of only 59.5 per cent. After considerable discussion it was agreed that "students with six passes in matriculation subjects, but lacking the 60 per cent average may be admitted if they have attained a 60 per cent average in their university work, otherwise not."

In attempting to implement its more liberal admissions policy Mount Royal College turned again to transfer arrangements with other institutions. At the meeting of March 23, 1964 the chairman referred to a proposed calendar statement submitted by the college regarding such courses. A number of members of the committee had no objections to this provided the distinction between courses offered under the affiliation agreements and other courses was made very clear. This could be done by minor amendments to the statement.

Mount Royal College's next move to expand its services took the form of a request for permission to offer second-year courses in commerce. (The move to enter upon professional programs had been earlier rejected in 1942.) The Dean of the Faculty of Commerce had no objections but the committee moved to table the request for one year, that is vetoed the program for at least a year, on the grounds

that the program in Commerce at University of Alberta, Calgary, had not yet been fully developed (University of Alberta, 1964b).

Another direction taken by Mount Royal was to serve the needs of students graduating from high school in January under the high school semester arrangement. The college had received permission to advance its summer semester to the period February-August, but under the same conditions, namely that only fully matriculated students be admitted. However, at the meeting of May 11, 1964, it was pointed out that some students were admitted to the program before grade XII Departmental Examination results were available, and had not subsequently received matriculation. It was understood that these students would be required to drop out, but had not done so. It was agreed that the chairman would write to the college to remind them of the terms of the agreement with respect to the spring-summer term.

Mount Royal College was insistent in its desire to open its spring-summer program to include matriculation-deficient students. A request to do so was resubmitted in January 1965.

The committee deferred a decision until the fall of 1965 when additional evidence would be available regarding the spring-summer 1965 program, although the summer program had already been in operation for three years (University of Alberta, 1965a).

The last entry in the minutes of this period, making reference to Mount Royal College, is a statement of March 13, 1965, that it was the opinion of the Calgary members of the committee "that if Mount Royal can obtain the capital funds they need for their building program by other means, they will probably drop their request to offer

the second year of a program in the Faculty of Commerce."

This is a final illustration of the fact that the relationships between the college and the committee were somewhat less than supportive. The motives of each group were questioned by the other, and as the junior college sought to expand its programs and economic base in the name of a progressive policy of extended opportunities, the Committee on Junior Colleges was guided by its first mission, the defense of the quality of a university education, which forced it into a reactionary position rather than one of leadership. A clear statement of the philosophy of post-secondary education acceptable to both the universities and junior colleges was apparently needed.

THE INVOLVEMENT OF OTHER INTEREST GROUPS

Although the University of Alberta, through its Committee on Junior Colleges, continued to play a central role in junior college development and control during the period from 1958 to 1967 it did not attempt to provide coordination in the sense of organizing relationships for maximum effectiveness and efficiency, nor did it attempt to formulate long-range plans for meeting future post-secondary education needs of the province. These were responsibilities of the provincial government which sought the answers through the advice of committees and commissions set up for a variety of purposes.

Royal Commission on Education in Alberta

On December 31, 1957 the Government of Alberta appointed a Royal Commission under the chairmanship of the Honorable Donald Cameron

to make a comprehensive study of the various phases of the elementary and secondary school systems. The report (Government of Alberta, 1959) which was presented in November 1959 contained some references to post-secondary education organization, in particular to community colleges which were seen as extensions of the high school system.

Among the recommendations proposed were the following:

> Recommendation 120: That the present highly centralized system of vocational and trade programs be decentralized and re-established in regional centers to be known as Community Colleges.
>
> Recommendation 121: That a suitable inter-departmental body be established to coordinate the respective educational programs of the departments involved.
>
> Recommendation 122: That the Department of Education be designated to act as the sole governmental agency dealing with the expanded public school system.
>
> Recommendation 123: That the Alberta Planning Commission or a committee established by the government be asked to study pertinent factors and to create a master plan of regions in each of which, at local option, a community college be established at recommended locations.
>
> Recommendation 124: That legislation relating to community colleges provide for their control by regionally elected boards.
>
> Recommendation 125: That legislation concerning community colleges provide for a Regional Advisory Committee upon which shall sit competent representatives of the various vocations and trades related to college programs.

Emphasis was placed on the important principles of decentralization, regional administration, coordination by the government, and long-range planning. In several respects the community college as envisioned was different from the evolving public junior college; for example it would be an outgrowth of the high school, and would not concern itself with university courses, but would focus upon vocational

and non-academic programs to meet the needs of those not aspiring to university-level studies.

Although the recommendations of the Commission were not accepted totally by the government, neither were they completely ignored; this is indicated by subsequent recommendations from other advisory bodies, and by developments during the decade towards a coordinated system of colleges offering comprehensive programs.

Survey Committee on Higher Education in Alberta

The survey committee was a joint committee of senior government and university officials, including the Minister of Education and the presidents of the Edmonton and Calgary campuses. Its purpose was to inquire into, and report on, all those problems and possibilities which bear on the future growth and development of the programs of higher education in Alberta, with particular emphasis on the evolvement of the best possible policies consistent with the greatest economy in operation (Stewart, 1965:8).

Four interim reports were presented in 1961, 1963, 1965, and 1966. On the subject of junior colleges, the first report endorsed the start made by the junior colleges in Lethbridge and Camrose and saw the college serving three basic functions (Government of Alberta, 1961):

1. To take pressure off the University in the Freshman year (and perhaps, also the sophomore year).
2. To provide terminal courses for students not wishing to or not qualified to advance to the University.
3. To provide the facilities for much of a community's adult education program.

The Committee feels a Junior College Program has many advantages, including the following:

1. It takes the University to the small community and closer to the student's home.
2. It permits the High School and Junior College to complement and supplement each other.
3. It provides a good opportunity for adult education at college level.
4. It permits variation to meet local needs.

Therefore, the Committee would like to recommend the following:

1. In centers of population large enough to attract a sufficient number of post-high school students, School Boards should be encouraged to establish Junior College Programs as a part of their local school systems. These Junior Colleges should be affiliated with the University. The University and the Department of Education should tender technical advice in formulating plans and in making preparations for the operation of such colleges.

2. Provided they can meet the standards approved by the Board of Governors of the University, private schools should be permitted and encouraged to affiliate with the University and offer courses in the first year, or the first and second years of university work.

The Survey Committee attempted to provide the rationale for a coordinated system of post-secondary education in its Second Interim Report (Government of Alberta, 1963) where it stated the functions and interrelationships between the university, the junior colleges and the technical schools. With regard to the junior college the Survey Committee now appeared to de-emphasize the transfer function in favor of the more comprehensive function of providing opportunities for the non-university student:

> The Committee believes that, while the extension of junior colleges may remove some of the enrolment pressures on the university; this should not be regarded as the major function of such colleges. The Committee feels that the main purpose of the junior college is to make higher education more readily available to the people of Alberta so that the total number of students enrolled in post-high school institutions will be greater than if junior colleges were not in existence.

Among its many recommendations at this time was that study be

given to the question of the future expansion of junior colleges and other facilities for higher education, such as satellite campuses necessary to accommodate additional undergraduate students due to proposed enrollment restrictions for the main campuses.

From these passages the inference may be drawn that the Survey Committee was not entirely accepting the direction being taken by junior colleges in their emphasis upon university work.

In its third (Government of Alberta, 1965a) and fourth (Government of Alberta, 1966a) interim reports the Survey Committee reiterated its earlier statements on junior colleges, that they should extend educational opportunities to more people by decentralizing facilities, by offering comprehensive programs, and by variation to meet local needs. Although the transfer function was considered to be only one of several important functions the Survey Committee was consistent in its recommendation that affiliation agreements should continue. This arrangement, however, was called into question by a committee of the government, reporting about the same time.

Public Expenditure and Revenue Study Committee

Although concerned primarily with broad financial questions, the fundamental issue of the function to be served by both public and private junior colleges was considered by this citizen's committee of the government. The committee observed as follows (Government of Alberta, 1965b):

> Both public and private junior colleges receive assistance from the Province in accordance with the terms and provisions of the University and College Assistance Act passed by the Legislature in 1964.

In the case of public junior colleges the Province provides operational grants for both university and vocational students as well as capital grants not exceeding 90 per cent of the cost of approved buildings and equipment.

In the case of private junior colleges affiliated with the University of Alberta the Province provides grants of $630 per full-time university student and guarantees the payment of interest and principal on a loan for approved construction projects up to two-thirds of the approved cost. Private colleges are providing a service with comparatively little governmental support and must be encouraged to develop.

All junior colleges receive some financial assistance from the Federal Government from the grants of $2.50 per capita paid to all universities and affiliated colleges.

The relevant question centres around the direction in which they are to develop. At present they are tied very closely to the universities; the latter specify curriculum, standards of admission and qualifications of staff. Since present enrolment of full-time students at the Edmonton and Calgary campuses of the University of Alberta now number some 12,000 and are expected to reach 28,000 within a decade the need for satellite colleges to relieve this pressure is not difficult to discern. A very similar development has taken place in California where junior colleges offer instruction to large numbers of university students, permitting the University of California's two branches in Berkeley and Los Angeles to accept only about one-eighth of the total freshman student enrolment.

There are those who believe that the Junior College in this Province should offer a somewhat broader service to its community, accepting post-secondary students who intend to proceed to the vocational institutes as well as university, and also itself offering vocational and commercial courses as well as offerings in the field of adult education. Is the junior college to become "a service station to the university" as one educator phrases it, or, is its function to be more that of a community college?

The answer to the above question must have a bearing on the manner in which these colleges are to be financed as well as their number and location. At present, local school authorities are making a contribution to their support through an ear-marked addition to their property tax mill rate. The contribution of the Province with respect to students enrolled in university courses has already been noted. The junior colleges will make very substantial progress within the next decade; the direction of this progress is in need of exploration

and definition. The Government has engaged Dr. Andrew Stewart to survey and report upon the role of the junior college in the Province's educational structure.

Special Study on Junior Colleges

In view of the sensitive nature of the issues involving the Government of Alberta (financial implications), the Department of Education (coordination), the University of Alberta (sanctity of standards and programs), and the junior colleges themselves (autonomy, expansion, and community sensitivity), Dr. Andrew Stewart, a man of considerable education and political stature, was commissioned by the government to undertake a special study on junior colleges in Alberta.

Included in the terms of reference was the direction to ascertain:

(a) the proper role of the junior college,

(b) the procedure by which it is formed and financed, and

(c) the course of development and growth.

The following excerpts[4] from the report summarize Stewart's (1965) opinions and proposals:

(a) Purpose. The primary purpose must be to extend post-school educational opportunities to young people who, having completed the programs of the schools, do not, either by choice or by failure to meet the required conditions, go on to university. The main purpose is to provide a valid alternative to university for these young people. The new institutions may provide a 'second chance' for students not initially qualified to enter university studies. The new institutions may also provide programs which will advance the education of students who will proceed to university.

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[4]On writing this review a heavy reliance has been placed on the abstracting performed by Farquhar (1967).

(b) Programs. The primary emphasis must be on programs related to the needs of students who, for valid reasons, will terminate their formal education when they leave the new institutions. . . .The programs should be complete and educationally effective in themselves. . . .The programs should be designed to prepare students for life experiences, including employment experiences, within three broad areas--the technologies, business, and the arts.

(c) Articulation with the Schools. It will be necessary to articulate the programs in the schools and the programs in the new post-school institutions so as to provide progressive educational experiences.

(d) Articulation with Universities. The programs must be devised primarily for the needs of students not proceeding to university. . . .Some accommodation within the university may be required to provide for progressive educational experiences.

(e) Adult Continuing Education. The new institutions will have a responsibility to perform in the expanding provision of continuing education for those who have withdrawn from the main stream of formal education.

(f) The Government and Organization of the New Institutions. The new institutions if they are to be effective, will have to be receptive to local needs; and the appropriate form of government will be affected by the tendency to decentralize physical facilities so as to equalize opportunities.

(g) Financing the New Institutions. Decisions must be made respecting the distribution of costs.

(h) Proposals. Dr. Stewart makes the following proposals in Part IV of his Report:

(1) It is proposed that, for the development of a systematic approach to post-school education, the Province should be divided into Districts.

(2) It is proposed that the Districts should be established by order-in-council; and that the Districts together include all parts of the Province.

(3) It is proposed that, in each District, there be established a District Board for Post-School Education, which would be responsible for all post-school education in its district, not including university education.

(4) It is suggested that the District Boards, although

including representatives of the schools should be divorced from the schools. The junior college boards would consist of representatives of the school boards.

(5) It is suggested that the members of the District Board should be appointed. The Board should be essentially a lay board.

(6) The Boards should have full responsibility for all forms of post-school education, other than university education.

(7) There should be provision for a Provincial Board for Post-School Education to coordinate the development of post-school education throughout the Province, to maintain cooperation between the District Boards, to effect liaison between the Districts and the Government of the Province, and to advise the legislature of the Province on the financial needs of the District Boards. The Provincial Board should include representation from each of the District Boards.

(8) It is proposed that comprehensive colleges be established. The program of studies should be adapted to particular abilities, aptitudes and interests of different groups of individuals.

(9) All District Boards should be expected to develop strong Counselling and Guidance Services and Extension Divisions.

(10) A similar pattern should not be imposed on all Districts. The pattern of activity and development in the Districts should be different, and experiment should not be inhibited by imposed uniformity. Nevertheless, there should be a large measure of unanimity in the philosophy which inspires the development.

(11) The Province should ensure that the District Boards should have available to them sufficient funds from the Provincial Treasury to undertake the responsibilities assigned to them.

(12) The Province should be prepared to delegate the decision-making responsibility to District Boards.

(13) Consideration should be given to Provincial Grants to District Boards on a per capita basis.

(14) The Boards should be assisted in raising funds for capital expenditures.

(15) It is strongly recommended that the Province act boldly to place the responsibility squarely in the Districts on District Boards.

(16) District Boards should have the power to enter into negotiations with local school boards and other District Boards regarding courses and acceptance of students.

(17) District Boards should not attempt to duplicate the work of Institutes of Technology.

(18) The functions of the District Boards must be considered in relationship to university education.

(19) It is proposed that students be diverted to attendance at District Colleges.

(20) It is proposed that a 2-2 plan be established, whereby students could spend two years in a College and two years in a University.

(21) It is proposed that the term Junior College be abandoned.

(22) It is proposed that private church-related colleges be integrated into the system of post-secondary education.

Stewart was considerably influenced by the Royal Commission's recommendations and also by the developments in British Columbia where district or regional colleges were permitted by the Public Schools Act Amendment Act, 1965. Central to his proposals were the ideas of regional autonomy, priority of non-university work, provincial coordination and adequate financial support from the government. Relationships between the District Boards and the University would have to be considered.

Stewart was critical of some of the developments that had already taken place in post-secondary education which had resulted in a preoccupation with university programs, and a lack of a systematic approach to the provision of opportunities beyond school for the group who would not enter university. The Public Junior Colleges Act

(Government of Alberta, 1958) had failed to create the needed systematic approach to the problem of post-school education in the communities in which the colleges are located.

The Aftermath of the Stewart Report

A few months after Stewart's report was submitted, in the spring of 1966 the Banff Regional Conference of School Administrators devoted its entire program to the theme of junior colleges. In summarizing the discussions which took place among approximately ninety educators of diverse backgrounds, Dr. L. W. Downey described some of the features he expected to see emerging as colleges were developed (Farquhar, 1967:90-91):

(1) The college will be an autonomous institution, accredited by the universities and by society on the basis of its products. It will be free to be different, to experiment and to innovate.

(2) It will be created out of the educational aspirations of the citizens of a particular region or community and will reflect these aspirations in its philosophy and its programs.

(3) Its doors will be open to all high school graduates and to selected high school drop-outs.

(4) It will operate on a divided-year plan so that students may be sorted regularly, so that failure may not be prolonged, but rather so that individuals may be aided in selecting satisfying and productive careers.

(5) It will offer general, academic, technical, and para-professional programs, following the comprehensive pattern, with a program tailored to the needs of each student.

(6) It will be housed in a building which is planned around domains of knowledge and related technologies, rather than the level of status of program and which has as its focal point a well-appointed learning materials center calculated to facilitate the inquiries of all students.

(7) It will be staffed by teacher-scholars, dedicated to excellence

> in teaching, committed to keeping abreast of developments in their respective fields of study, and interested in the conduct of research and experimentation in the processes of teaching and learning.

Some of the changes of status foreseen for the junior college as it currently existed in Alberta are indicated by the terms: accreditation, freedom to experiment, regionalization, open door, comprehensive, curricular innovation, and expanded media. A new wave of interest and enthusiasm for the community-junior college idea was apparently about to surge.

The importance of the junior college idea did not go unnoticed by Dr. T. C. Byrne who had worked with Dr. Stewart on his report and who in May of 1966 assumed the position of Deputy Minister of Education (Byrne: p.com.). Two principal concerns were recommended for his attention by Dr. S. C. T. Clarke, Executive Secretary of the Alberta Teachers Association: (1) educational finance, and (2) junior colleges. Both areas were to form a major emphasis during Dr. Byrne's term of office.

Dr. Clarke, at this time, became convinced of the need for a serious review of all the recommendations currently being made for the colleges, and urged the Deputy Minister to initiate a major conference, failing which the A.T.A. might itself sponsor such a meeting (Clarke: p.com.). Support for a conference was also expressed by Dr. H. T. Coutts, Dean of the Faculty of Education and member of the university's Committee on Junior Colleges (Coutts: p.com.). Subsequently Dr. Byrne obtained written permission from the Minister of Education, R. McKinnon, to proceed in arranging such a conference.

The importance of this conference, which was held in Edmonton on November 28, 29, and 30, is beyond question. It was extraordinary from the early planning stages to the final report.

According to Dr. Swift (p.com.) who was an observer of these events, having recently assumed the new role of Chairman of the Universities Commission, Dr. Byrne decided to use a tactic which had been successfully tried earlier in connection with legislation on accreditation of school districts, that is, to prepare a document in the form of quasi-legislation for the reaction of interested parties. Such a document, based largely on the Stewart report, was prepared by Dr. Byrne during the months of June, July and August, with the help of Dr. G. L. Mowat and one representative from each of the A.T.A. and the Department of Education. This "non-act," (as it was later dubbed by Dean T. M. Penelhum since, in spite of the claims to the contrary, it was seen by many as pending legislation with government backing) was a substantial document containing fifty-seven sections, with the following major divisions (Byrne, 1966):

1. Establishment of a College Region.
2. Duties and Powers of a Regional College Board.
3. Organization of Board of Trustees.
4. Board of Trustees.
5. Programs in Regional Colleges.
6. University Transfer Program.
7. Vocational Program.
8. Programs of General Education.
9. Institute Transfer Programs.
10. Programs of Adult or Continuing Education.
11. Provincial Board of Post-Secondary Education.
12. Finance.
13. Instruction.

The "non-act" was circulated in the province; and conference delegates representing the full range of educational interests were

sent, ahead of time, a questionnaire seeking their reactions. From the forty-two questionnaires returned the following major conclusions were reached:

1. Dividing the Province into regions--supported.
2. Establishment of Regional Boards, mostly elected--supported.
3. Student admission requirements not to exceed a High School Diploma--supported.
4. Comprehensive curricula--supported.
5. Funds secured from different sources, mostly government--supported.
6. Staff certification requirements--mixed response. Most favored non-certification requirement.
7. Creation of a Provincial Board--supported.[5]

A second major conference input was initiated by Dr. Byrne in the form of an analysis of the existing provisions and opportunities in post-secondary and continuing education in Alberta.

A Fact Finding Committee consisting of one member from each of the University of Alberta, private industry, the public school system and the Department of Education was established to prepare a report to be presented at the conference.

Leadership in this undertaking was provided by the Department of Extension of the University of Alberta whose Director, Duncan Campbell, co-chaired the conference with Dr. Byrne. In a letter to J. C. Jonason, executive secretary of the Fact Finding Committee, Campbell outlined the terms of reference as follows (University of Alberta, 1966c):

> An important item of this conference is, of course, the review of opportunities in Post-Sec. and Continuing Education

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[5]The detailed analysis of the survey and other conclusions from the conference are contained in the Appendix in a document entitled "Conference on Post-Secondary and Continuing Education."

> in Alberta today. Quite obviously what is wanted here is something beyond a mere catalogue. What is required is a searching, perceptive assessment of the realities of what exists in Alberta today in Post-Sec. and Continuing Education.
>
> The Planning Committee of the Conference felt that this job could best be done by a small committee of knowledgeable persons who would jointly undertake the study. The report having been prepared, we would wish the entire committee, as a team to present it to the Conference audience.

The report reviewed the relationships between employers and educators and the services available through public and private colleges, Extension Departments, and public schools in meeting general post-secondary education needs. It differed from the Stewart report in that it did not offer a set of recommendations, but raised many important issues concerning the need for new comprehensive colleges.

That the conference succeeded in bringing together inputs from eminent theorists is clear from the program (see Appendix A). However, if the sponsors truly sought consensus, they were frustrated in this end. The general support for the "non-act" provisions reported from survey returns was turned into dissension during the course of the conference, and scathing attacks were made unfairly, in the opinion of Dr. Margaret Parsons, upon the University of Alberta for its attitude towards the colleges (Parsons; p. com.). In Dr. Byrne's assessment there was little support for the comprehensive program, but agreement that colleges should be freed from university domination and placed under the control of a provincial board (Byrne; p.com.).

Mr. R. McKinnon, Minister of Education, remembered two

important questions which were raised in his mind at the conference (McKinnon; p.com): (1) the problems which might arise from having local regional boards some of whose trustees would be appointed and some elected, but receiving large sums of money from the government--would this result in unhealthy competition for staff with possible inflation of salaries? (2) the problems of enforcing regional attendance in the case of a student who wished to attend a college in another part of a province.

The major outcome as seen by Dr. Mowat (p.com.) was an increased realization on the part of Dr. Byrne that legislation such as that contained in the proposed act, involved many very touchy political problems, which led to his deciding to drop the bill.

Dr. Byrne recognized four alternative courses of action (Byrne; p.com.): (1) do nothing; (2) plan another meeting of the conference participants to try to reach agreement; (3) pass the "non-act" in the face of opposition from the Universities; or (4) use the consensus of the meeting to set up a provincial Board, a course which would involve only minor amendments to the Public Junior Colleges Act.

Having chosen the last-mentioned course, Dr. Byrne circulated the necessary legislative revisions and brought together, at a meeting in Calgary, the senior administrators of the colleges. There was general acceptance of the proposal among educational leaders with, according to Byrne (p.com.) two notable and vigorous dissenters.

In view of these protests some minor changes were made and the Minister of Education agreed to carry forward the legislation to

amend The Public Junior Colleges Act.

The 1967 amendment established the Provincial Board of Post-Secondary Education to (1) study provincial needs in the field of post-secondary education and make recommendations to the Minister, (2) advise the Minister on administrative and financial matters, and (3) coordinate the work of the junior colleges (Alberta Colleges Commission, 1971c:15).

The creation of the Provincial Board ushered in the proposed third stage of the development of a provincial system of college coordination.

Chapter 6

COORDINATION IN ALBERTA--PHASE III

The last of the three proposed phases in the development of a provincial system of college coordination takes in the Provincial Board of Post-Secondary Education which came into existence in 1967, and the Colleges Commission which replaced the Board in 1969.

THE PROVINCIAL BOARD OF POST-SECONDARY EDUCATION

The Provincial Board was established by a series of revisions of the existing Public Junior Colleges Act (Government of Alberta, 1967) as follows:

> 2a. (1) There is hereby established a board with the name the Provincial Board of Post-Secondary Education which shall consist of
> (a) a chairman, and
> (b) such number of other members as may be determined by the Lieutenant Governor in Council.
>
> (2) The Minister shall appoint an official of the Department of Education as the chairman of the Provincial Board.
>
> (3) The other members of the Provincial Board shall be appointed by the Minister to hold office for a term of three years.
>
> (4) The Provincial Board shall
>
> (a) advise the Minister on all matters related to the administration of this Act,
> (b) review and coordinate the work of the junior colleges,
> (c) study provincial needs in the post-secondary field and make recommendations to the Minister,
> (d) advise on matters of financial support for junior colleges, and
> (e) arrange for affiliation between junior colleges and universities through consultation and agreement with the Co-ordinating Council.

5. No junior college may be established unless

   (a) the Minister has given his consent thereto on recommendation of the Provincial Board, and
   (b) the Provincial Board, in consultation and agreement with the Co-ordinating Council, has approved the application for affiliation with one or more universities.

34. A college board shall, so far as it is within the power of the board, provide

   (a) courses of study for students who require one year of university training beyond matriculation into a university.

35. (1) Students desiring to attend a junior college for university courses are required to meet such admission requirements as may be prescribed by the Provincial Board in consultation and agreement with the Co-ordinating Council.

37. (1) A college board may engage instructors of university courses, whether full or part-time, in accordance with requirements set out by the Provincial Board in consultation and agreement with the Co-ordinating Council.

Following the establishment of the Provincial Board, the first action of the government, on the recommendation of Dr. Byrne, was to appoint a chairman with outstanding leadership qualities in the person of Dr. G. L. Mowat, Professor of Educational Administration at the University of Alberta, who also served on the Cameron Commission.

Dr. Mowat's first assignment was to recommend to the government the names of potential board members from various parts of the province, identified because of their professional interest in post-secondary education or as interested laymen. The government accepted Mowat's recommendations with one exception, and also approved the appointment of Dr. H. Kolesar as member and half-time secretary to the board (Mowat; p.com.). In this way a group of top level people capable of exercising a great deal of influence among their constituents was

brought together to shape the future of post-secondary education in Alberta.

Present at the first meeting held on November 24, 1967 were the following Board members:

> Dr. G. L. Mowat (Chairman), Mrs. G. Sterling (school principal), Dr. E. E. Ballantyne (Deputy Minister of Agriculture), Mr. J. J. Comesotti (Mount Royal College trustee), Mr. H. A. Doherty (Alberta Teachers' Association), Mr. L. K. Haney (rural school trustee and member of a junior college board), Dr. N. O. Matthews (college president, dean), Mr. J. P. Mitchell (Director of Vocational Education), Mr. F. M. Riddle (school superintendent), Dr. W. E. Smith (Professor, past-president of A.S.T.A.), Dr. W. H. Swift (Chairman, Universities Commission), Dr. R. Warren (school superintendent and member of Fact Finding Committee), Dr. M. Wyman (vice-president of the University of Alberta) and Dr. H. Kolesar (executive assistant).[1]

The first concern of the Board was to clarify its functions. The Board would be advisory to the Minister of Education regarding junior colleges specifically, and regarding the needs of post-secondary education generally. It would be concerned, along with other agencies, such as the Universities Commission, in long-range planning, and in the establishment of new colleges. It was agreed however that the Board had no statutory responsibilities with respect to private colleges.

A primary responsibility was to help develop new legislation to implement the needed changes in post-secondary education organization, but this was not considered feasible before the 1969 legislature.

The decision was reached, in response to a request from the

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[1]Unless otherwise specified the sources of information on the activities of the Provincial Board of Post-Secondary Education and its sub-committees are the recorded minutes, dated as in the text.

School Trustees' Association, that meetings would not be open to observers, but that advisory committees might be used as an alternative avenue of communication.

Early acknowledgement was given to the importance of cooperative action on the question of affiliations and the chairman was directed to initiate discussion with the Universities Coordinating Council and its committee on junior colleges. The events which followed provide a good illustration of the operational style of the Board, and of its degree of success in attempting to provide coordination between the two main branches of higher education, the colleges and universities.

Affiliation Agreements

At the second Board meeting held on January 10, 1968 the Chairman presented the following proposals which were generally supported by the Board:

1. That the high school equivalent component of "combined" programs in junior colleges require a relationship between the colleges and the Department of Education only.

2. That in respect of students who take their first year university programs in a college with which a university has an affiliation agreement the university be concerned with the end-product only, providing:
   (a) students meet the university's entrance requirements, and
   (b) students achieve a complete first-year program in the college.

3. That graduates from first-year university programs in colleges be admitted to any university, providing:
   (a) the college has an affiliation agreement with a university,
   (b) the graduate possesses qualifications required for admission to the university he seeks to enter, and
   (c) the degree of advanced standing awarded is at the discretion of the receiving university.

The Chairman was empowered to engage in consultation with the Universities Coordinating Council with a view to establishing the general acceptability of all university work done in a public junior college by all universities in Alberta--that is accredited college status. The Board, thereby, made clear its intention to seek some control over the nature and administration of the college program in total, and to establish some uniformity in operation for the province as a whole, while at the same time recognizing the rights of the individual universities to insist on regular admission standards and to assess the degree of advanced standing to be awarded in a particular program.

These proposals were put before the Junior College Advisory Committee, one of the four advisory committees established by the Board, at its inaugural meeting of January 31, 1968. The purpose of this committee was to effect liaison with colleges by direct communication with the presidents who sat on the committee.

The proposals were accepted by the advisory committee with the recommendation, however, that clause 2 in its entirety or 2(b) specifically, be deleted.

On March 8, 1968 Dr. Mowat announced that negotiations on affiliation were continuing with both the Junior Colleges Committee of the University of Alberta and the Coordinating Council. Following this announcement, on April 4, Dr. W. D. Neal, Chairman of the Universities Coordinating Council Junior Colleges Committee presented a report to the Advisory Committee outlining his group's position. In an attempt to resolve the different points of view the Coordinating

Council requested that three Board members meet with three Council members to prepare a joint statement (B.P.S.E., 1968i).

However the failure to reach an agreement was indicated, six months later, when the Chairman of the Board discussed with Board members a proposed modification of affiliations based upon separate reports of the Universities Coordinating Council and the Provincial Board (B.P.S.E., 1968i).

Meanwhile confusion over the question of who controlled the transfer program was inhibiting the program development function of the Board. At its second meeting, in January 1968, the Board had clearly demonstrated its assumption of authority in recommending to the Minister which junior college programs should be funded, and requiring colleges to submit requests for course approval. In discussion of program changes the Advisory Committee (B.P.S.E., 1968i) agreed that:

> A statement of philosophy for the college system and a set of criteria for approval or rejection of a program would be of interest to the colleges and should precede actual consideration of proposed programs. There was also general agreement that a broad committee considering the overall post-secondary education situation should consider, advise and give leadership in the program area to all post-secondary institutions.

In carrying out the program approval function the Board recommended a minimum of specific prescription, with local flexibility and "coordination" by the Board (B.P.S.E., 1968e). This was possible in the case of non-transfer courses.

However, when Red Deer College requested the Board's permission to initiate second-year university transfer programs the issue of who had the right to authorize this was confronted (B.P.S.E., 1968m). It

was moved that "since the function of the colleges in Alberta and their relationship to the university system is currently under study, that the Board not approve the introduction of second-year university transfer programs in any college for September, 1969."

The partisan nature of the discussion and the split between the two levels of post-secondary education is indicated by the comment in the minutes that while the Chairman of the Universities Commission was a member of the Provincial Board of Post-Secondary Education (and could thereby influence decisions affecting the colleges) the Chairman of the Board was not a member of the Commission. A motion seeking to rectify this state of affairs was passed.

Eventually, in February 1969, following consultations between Dr. Neal and Dr. Kolesar, who had succeeded Dr. Mowat as Chairman of the Board, a joint statement on affiliation was presented, but not formally ratified by the Board. The text of this statement is contained in Appendix B.

Finally, at the last meeting of the Advisory Committee, held on March 20, 1969, two months before the Provincial Board of Post-Secondary Education was dissolved, the Chairman indicated that negotiations on affiliation were still underway.

Thus the next formal agency for college coordination, the Colleges Commission, inherited the unresolved problem of university transfer and affiliation.

Changes in Legislation

Perhaps the major function of the Provincial Board of Post-Secondary Education was to advise the Minister on new legislation required to provide for the better coordination and development of post-secondary education in the province, the need for which had earlier been recognized by the government, but delayed because of lack of consensus among affected groups. In recognizing the momentous task of resolving the educational and political issues confronting it, the Board decided that the 1969 session of the legislature would be the earliest opportunity to effect such changes.

At the meeting of February 14, 1968, Chairman Mowat presented his proposals to the Board. Of ten proposals three were amended before approval, and one was deleted entirely. Agreement was unanimous when each proposal was voted upon, with the sole exception of one abstention in the case of proposal 4.

The proposals as amended are listed below:

1. Institutes of Technology, Agricultural and Vocational Colleges, and Junior Colleges are parts of one provincial college system.

2. That normally these colleges should be designed to serve persons who possess a high school diploma or its equivalent, OR who are adults by definition.

3. That the five public junior colleges, three agricultural and vocational colleges, and two institutes of technology be brought under the direct administrative control of boards of governors.

4. That consideration be given to the proposition that one board of governors might have jurisdiction over more than one campus. For example:

   i. S.A.I.T. and Mount Royal Junior College.
   ii. Red Deer Junior College and Olds Agricultural and Vocational College.

iii. N.A.I.T. and a future junior college in Edmonton.
iv. Grande Prairie Junior College and Fairview Agricultural and Vocational College.

5. That a Provincial Commission be established replacing the Provincial Board of Post-Secondary Education and the Universities Commission to undertake appropriate functions in respect of the whole public post-secondary system including the universities.

6. Local Boards of Governors should not have direct access to property taxes.

7.& 8. The administration of the college system be completely distinct and separate from that of the public school system.

9. (The deleted proposal) That any type of region be avoided in the design of the future post-secondary education system.

10. That further development in the near future be limited to existing centres.

The members of the Board agreed to discuss these proposals among their various reference groups, and feedback was made available in this way from a wide range of influentials as follows (B.P.S.E., 1968e):

1. Members of the Universities Commission.

2. Board members of several colleges.

3. All college deans and presidents, and the President of the Alberta Association of Junior College Faculties.

4. Selected staff members of colleges.

5. An executive committee of the Department of Agriculture.

6. Senior administrators of the institutes of technology.

7. A group of oil company executives in Calgary and the current and two past-chairmen of the Calgary Public School Board.

8. The Executive Secretary of the Alberta Teachers' Association Junior Colleges Committee.

9. Executive members of the Alberta School Trustees' Association.

10. Members of the Edmonton Public School Board.

11. Selected persons in attendance at the Annual Convention of the American Association of Junior Colleges.

12. A number of other persons not included in the above.

All indicated support in principle, but were concerned about certain details such as:

1. What would be the criteria used in the creation of local governing boards?

2. What aspects of legislation would guarantee adequate financial support for all existing institutions?

3. Will resulting legislation allow for flexibility in operation locally?

4. How will legislation relative to a Provincial Commission ensure that both universities and colleges will receive adequate attention and support?

A common thread running through these concerns is the implicit fear of loss of existing authority due to centralization, and an unfavorable redistribution of resources.

At this point no official presentation had been made to the Minister of Education, and the chairman was authorized to present the amended proposals for the reaction of the government.

At the Board meeting of April 10, 1968, the reactions of the Cabinet were reported by Dr. Mowat and Dr. T. C. Byrne, Deputy Minister of Education who attended for part of the meeting, although neither

had been present at the Cabinet meeting. Four proposals were commented on and referred back for further consideration:

Proposal 3 (local boards of control): More institutional boards would create new pressure groups in competition with each other with unreasonable demands and conflict being possible results. One provincial board might be established to operate all colleges.

Proposal 4 (multi-campus jurisdiction): Referred back since it is related to #3.

Proposal 5 (single commission for colleges and universities): A provincial authority for colleges could, and perhaps should, operate independently of the Universities Commission.

Proposal 10 (limits of centers of development): A reasonable proposal, but should fall within the discretion of the Provincial Board.

In response to the Cabinet's reaction Board members reiterated their unanimous support for local boards of control (#3), and majority support of a single commission (#5). The key issue behind both items was the degree of independence of the colleges from government control. A single prestigious coordinating body might have more independence from the government than two coordinating bodies for colleges and universities which in turn would have to be coordinated. ". . .It was reaffirmed that any provincial college coordinating body should operate outside a government department, and that it should report directly to a Minister."

The outcome of the meeting was that the Chairman was directed to issue another statement in support of the proposals already made,

and to arrange for a meeting directly with the Cabinet.

In the meantime it was necessary to develop a statement of interim provisions for coordinating college development until new mechanisms were established by legislation. These provisions, the Board agreed, should be devised according to requirements of particular cases coming to the Board's attention (B.P.S.E., 1968h).

The Cabinet granted a meeting with Drs. Mowat, Stewart, and Wyman, and stated that it would give further consideration to the proposals and would issue an Official Cabinet Commentary (B.P.S.E., 1968i). The Cabinet, however, did not yield on its position with respect to local governing boards, and on June 13, 1968 the Chairman submitted a proposed press release indicating areas of disagreement for the consideration of the Board. The Board moved once more to attempt to reach agreement on proposal #3 by directing the Chairman to write to the Minister of Education. An amended press release was forwarded for the consideration of the Minister, and meetings with a variety of educational agencies were planned to inform them of the contents of the statement before it was released to the press. The groups mentioned were the Alberta Teachers' Association, Junior Colleges Trustees and Administrators, Junior Colleges Staff Association, Agricultural Vocational Colleges, Institutes of Technology, the Universities Coordinating Council, the Alberta Association of Students, and the Alberta Home and School Association (B.P.S.E., 1968j).

The government eventually compromised by agreeing to the establishment of local governing boards for junior colleges, but for the time being insisted upon direct control of the colleges of

technology and the agricultural and vocational colleges. However, for purposes of coordination, all colleges could be considered to be members of one system. The Board in turn accepted the idea of two separate provincial commissions, one for the university system and the other for colleges.

The text of the final recommendations and Cabinet reactions is contained in Appendix A. It is important to note that this release established government policy only, and it now fell upon the Board to work out the detailed provisions prior to the drafting of new legislation.

Dr. Mowat, having resigned his position on the Board in order to accept a call to assume the chairmanship of the Department of Educational Administration, University of Alberta, which was vacated by the sudden death of Dr. A. W. Reeves, Dr. H. Kolesar was named as the new Chairman of the Provincial Board of Post-Secondary Education. In order to advance the process of establishing new legislation, Dr. Kolesar established an Advisory Committee on Proposed Legislation which first met on August 15, 1968. The powerful nature of this committee is indicated by its membership: Dr. Kolesar (Chairman), Dr. Byrne (Deputy Minister of Education), Dr. Ballantyne (Deputy Minister of Agriculture), Dr. Mowat (former Chairman), Dr. A. Stewart (new Chairman of the Universities Commission), Dr. Warren (school superintendent) and Mr. Doherty (Alberta Teacher's Association). The functions of this committee were to (B.P.S.E., 1968k):

1. "Skim" the first draft (prepared by Dr. Kolesar) of the proposed legislation to ascertain major areas upon which divergent viewpoints might exist, and

2. discuss those areas and recommend an initial position to be taken on the points in question.

The major areas of conflict were then identified as:

1. the composition of the Colleges Commission
2. the powers of the Colleges Commission
3. membership in the college system
4. position of private junior colleges in relation to the proposed legislation
5. composition of a Board of Governors of a college and
6. provisions relating to the staff of a college.

The Committee on Proposed Legislation met three times: August 15, August 21, and October 18, 1968, and reached agreement on details recommended for inclusion in Bill 70. These were subsequently discussed by the full Board on December 20, 1968, and general approval was given. The new legislation was assented to in the 1969 legislative session.

On recalling the sequence of events leading to agreement on Bill 70, Dr. Byrne described some of the reactions he perceived, and some possible reasons for the government's rejection of two key provisions (Byrne, p.com.):

1. The Universities Commission was currently in operation and the union of two bodies would create administrative difficulties.

2. Fear that the attention of a single commission would be concentrated on the universities, to the detriment of the colleges.

3. The existence of two separate commissions provided more political positions to be dispensed as rewards.

4. Mr. R. Reierson, who had assumed the Ministry of Education in 1967 following Mr. R. McKinnon, may have wished to de-emphasize the importance of the universities by stressing the value of colleges. This

change of emphasis could be more readily achieved by the creation of a new commission for the colleges.

5. The Institutes of Technology had been uniquely successful under the Department of Education, especially in the eyes of the business community. This fact was clearly seen by Byrne when he chaired a committee to investigate the student "revolt" at S.A.I.T. The government continued to receive good feedback from the Institutes which reflected better than any other institution the predominant value of Alberta, namely the Puritan Ethic. The government therefore was not disposed to change a popular program.

6. At cabinet level there was protectionism of existing domains.

7. The agricultural and vocational colleges were the special preserve of the Department of Agriculture, and although an anachronism, vested interests in the Department kept them alive, with the help of large sums of money not justified by their merits as colleges. The Board of Agricultural Education with the backing of politically minded farmers, is credited with much influence in the protection and isolation of these colleges.

Dr. Byrne's own feelings concerning the recommendations of the Provincial Board were mixed. Being administrative head of the Department of Education and himself interested in the colleges, he had hoped that much of the responsibility for their future direction would fall within his department, such as in Ontario. Generally he was opposed to the commission form of governance since it is insulated from administrative control, and can operate behind closed doors, but depends for its continuity on the good graces of the government. (Dr. Byrne

justifies these opinions by pointing not to the Colleges Commission but to the Universities Commission.)

In recognizing, but disagreeing with Byrne's point of view, Dr. Mowat had contested the authority line of the Provincial Board, which Byrne felt was within his department, and unequivocally recommended that the new Commission should report directly to the Minister. Rather than take issue with this point of view Dr. Byrne allowed it to prevail without protest.

Although there was a general readiness across the province to accept the proposed Colleges Act, it was not without its critics, one being Dr. Margaret Parsons who had been chairman of the Red Deer College since its inception, and was committed to its development.

This was confirmed by Dr. Parsons (p.com). The Act, as she perceived it, would empower the Commission to restrict the programs offered by a college and thereby could frustrate its aspirations for degree-granting status as an ultimate goal; colleges would lose local autonomy by the absence of elected or locally-appointed trustees who could represent the municipalities and counties; technological programs such as are offered in Edmonton and Calgary should also be available outside those centers, such as at Red Deer. The failure of the Bill to include the institutes would lessen the prospects of technological courses being offered at Red Deer College, and finally the existence of two commissions might lead to action to establish new universities without regard to the groundwork which had been laid by a junior college

which may give it a claim to senior college status.[2]

Dr. Parsons, however, supported the idea of some form of provincial agency coordination in view of the large amount of money which would be directed to the colleges from the general revenues of the province, and in order to reduce problems of articulation and transfer in a developing system.

The existence of the Provincial Board of Post-Secondary Education came to an end at the meeting of May 14, 1969 when the Chairman announced that since Bill 70 had been assented to, the Board was dissolved. It had fulfilled its primary mission of developing legislation for post-secondary education organization, and had established procedures for the coordination of colleges, the continuation of which would now be the responsibility of the Colleges Commission.

THE ALBERTA COLLEGES COMMISSION

The Colleges Commission was created by An Act Respecting a Provincial College System (The Colleges Act) assented to in May, 1969. Section 3(2) of this Act specifies (Government of Alberta, 1969):

> The Commission shall consist of the following members:
>
> (a) a chairman appointed by the Lieutenant Governor-in-Council;
> (b) the Deputy Minister of Education;
> (c) the Deputy Minister of Agriculture;
> (d) the Deputy Provincial Treasurer;
> (e) five other members appointed by the Lieutenant Governor-in-Council.

Dr. Kolesar was named first Chairman, and the following

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[2]This prophecy was soon to come true with the government decision to locate Alberta's fourth university in the Edmonton area, rather than in Red Deer.

non-statutory members were appointed:

Mrs. I. Taylor, formerly a member of the Royal Commission on Education, member of the Board of Governors of the University of Alberta, and active in rural organizations.

Mr. W. H. Bowes, businessman and civic leader in northern Alberta.

Mr. R. M. Jewell, businessman and Chairman of the Red Deer Junior College Board.

Mr. J. D. Mitchell, member of the Vulcan Town Council.

Mr. J. J. Comesotti, member of the Board of Mount Royal Junior Co[illegible]

In addition, Dr. R. G. Fast and Dr. M. R. Fenske were appointed staff officers responsible respectively for instructional services and administration.

Whereas the primary purpose of the Provincial Board of Post-Secondary Education had been to set up the structures for coordination of the provincial college system, the main purpose of the Commission was to establish policies for effective administration in keeping with the philosophy of the government which was expressed by the Minister of Education at the first meeting of the Commission (A.C.C., 1969a):

> . . .The primary emphasis in the public colleges should be on non-university programs, but. . .the Commission must deal at an early date with the problem of second-year university transfer programs in the colleges.

This was a clear indication of the growing interest in the non-university component, and of the government's desire to foster the development of truly comprehensive colleges.

Other urgent matters awaiting the attention of the Commissioners were identified by the Chairman as follows:

1. Ratification of affiliation agreement.

2. Procedures and criteria for consideration of college program proposals and continued program offerings in colleges.

3. Policy regarding second-year university transfer programs in colleges.

4. Procedures and criteria for consideration of college campus development including residences and Students' Union facilities.

5. Consideration of long-range needs and demands for college development.

6. Policies regarding capital and operational budgets of colleges.

7. Ratification of Provincial Board decisions for campus development in each college location.

8. Consideration of need for amendments to existing legislation during the 1970 session.

9. Consideration of membership in the college system by provincially-owned institutions.

10. Need for establishment of new college centers.

11. Operating grants to colleges, 1969-70.

12. Attendance at American Association of Junior Colleges Convention, 1970.

13. Need for model bylaws for colleges.

14. Review of admission requirements and tuition fees in colleges.

15. Membership of new college boards.

16. Salary levels of college presidents.

17. Submissions from college boards regarding pensions.

This list indicates the wide scope of activities for which the Commission assumed responsibility. The legal basis for this responsibility and the manner in which duties were discharged will now be considered.

Powers and Duties of the Alberta Colleges Commission

The Colleges Act gives the Commission broad regulatory powers over the colleges by virtue of the following provisions (Government of Alberta, 1969):

> 8. The Commission may
> (a) gather and make available information relating to education in the college system in order
>
> (i) to assist the members of the college system in the preparation and execution of plans for the development of the system to the end that they may be fully adequate to the needs of society, and
> (ii) to advise the Lieutenant Governor in Council on the establishment of new members of the college system;
>
> (b) inquire into the financial needs of the college system and advise the Lieutenant Governor in Council with regard to the granting of financial assistance for the purposes of the college system;
>
> (c) regulate or prohibit
>
> (i) the extension, expansion or establishment of any service, facility or program of study by a member of the college system so as to reduce or avoid an undesirable or unnecessary duplication of a similar service, facility or program of study already provided by another member of the college system, or
> (ii) the establishment of a new school, faculty or department by any member of the college system;
>
> (g) subject to the terms of any trust upon which it may be held,

divide among the college boards in such manner as the Commission sees fit any moneys or real or personal property received by the Commission for or in connection with the college system;

(h) require each college board to submit to it from time to time such reports and other information as the Commission may require;

(i) act as an intermediary between the Government and the college system, between the universities and the college system, and between the members of the college system;

(k) establish such advisory committees as may be considered desirable, and prescribe and provide for the remuneration to be paid to members of such committees;

(l) make recommendations to the Lieutenant Governor in Council on any other matters considered relevant by the Commission.

From the above it is clear that the Commission has, among other powers, the authority to control public college programs directly by withholding approval, or indirectly through fiscal controls. The Commission's powers over other provincial post-secondary institutions, however, is much less definite. The provisions of the Act apply only to members of the college system defined as follows (Government of Alberta, 1969):

18. (a) each public college, and

(b) each provincially-owned institution declared to be a member of the college system by an order under section 20, and then only to the extent that the order makes this Act applicable to that institution.

Thus the Institutes of Technology and the Agricultural and Vocational Colleges are not subject to the control of the Commission unless so enacted. But the intent of the Act was to give the Commission long-range planning capabilities for all post-secondary institutions, and the right of concern over the programs of other

institutions is implied in section 8(a)ii, which empowers the Commission to advise on the establishment of new members of the college system.

In view of the fact that responsibility for coordination of the total system of non-university post-secondary education in Alberta is not exclusively the right of the Colleges Commission, and keeping in mind the fact that rarely does a central agency engage all its formal authority in conducting its affairs, it is useful to consider the areas of assumption of authority by the Commission as revealed through its minutes.

Exercise of Authority by the Commission

An analysis of the minutes of the Colleges Commission between September 1969 and June 1971 reveals two operational levels of authority: (1) direct authority for action or decision; and (2) authority to recommend to the Minister of Education or other agency of government. Decision areas which fall in each category are listed in Tables 3 and 4.

From these tables it is clear that many of the powers to coordinate and to recommend have been employed from time to time; but the manner in which the powers have been exercised is not revealed by this analysis. In order to describe the "operational style" of the Commission it is necessary to re-analyze the records of the Commission from the point of view of process rather than decision area. In this regard the quality of the Commission's staff is of fundamental importance.

Table 3

Areas of Assumption of Direct Authority by the Colleges Commission

Zone of Influence	Decision Area
Internal administration	Fiscal control procedures: signing authority, banking, auditing, budget approval, setting the fiscal year authorizing travel and expenses, authorizing remuneration of commissioners in lieu of salary foregone.
	Voting procedures.
	Scheduling of meetings.
	Staffing procedures: appointments and conditions of work, employment of consultants and interns, purchase of accident insurance.
	Purchase or rental of offices and facilities.
	Authorizing staff to act on behalf of the Commission.
Public colleges	College programs: program approval, criteria for program development, control of religious instruction, approval of experimental programs, disallowance of courses and programs, approval of second-year transfer programs in principle, authorizing Manpower Program agreements.
	Fiscal control procedures: establishing policies, formulas, definitions, and support levels for disbursement of moneys; approval of operating and capital budgets; controlling tuition fees; auditing procedures; making special financial provisions for new colleges; setting limits for land purchase; transfer of funds from operating to capital accounts; establishing policies with respect to student scholarship funds; review of insurance policies; checking of student counts reported by colleges; controlling operating costs by establishing a maximum percentage increase to be recommended to the government.
	Planning and development procedures: establishing guidelines for campus development; long-range planning; approval of college master plans; initial approval of building plans.

Table 3 (Continued)

Zone of Influence	Decision Area
Public colleges (contd)	General control: establishing admission policies; approval of retirement fund plans; establishing non-resident student policies; scrutinizing the operation of boards.
	Communication procedures: consulting with boards on financial needs; establishment of advisory committees; soliciting nominations for board membership; arranging college board hearings.
Post-secondary system	Studying post-secondary education needs of the province.
	Establishing avenues of communication with other provincial agencies.
	Approval of affiliation agreements.
	Conference sponsorship.
	Submission of briefs to planning agencies.
	Receiving submissions on post-secondary education needs from any part of the province.
	Providing leadership in program development.
	Establishment of an information service.

Table 4

Areas of Assumption of Authority to Recommend
by the Colleges Commission

Fiscal:	Requisitions for college support under Appropriations Bills; total appropriations for the public colleges for the fiscal year; capital and operational funds needed.
Legal:	Legislative amendments, proclamations, and Orders-in-Council concerning the college system; regulations regarding college by-laws.
Developmental:	Specific facilities construction needs--site, costs etc.; guidelines for government consideration in facilities approval, campus development needs; guidelines for removal of barriers to progress in college development involving other government agencies; inclusion of an existing institution in the public college system; feasibility studies involving other institutions.
	Guidelines for pension plans.
	Study of working conditions in colleges, which come under the authority of local boards, such as staff load, hours of work per week, and number of weeks worked per year.

Operational Style of the Colleges Commission

From the outset the approach of the Chairman to his executive role has been to attempt to facilitate decision-making by supplying leadership, and relevant information to the Commission. This has been implemented mainly by the preparation of agenda packages which are distributed to Commission members a few days before each regularly scheduled meeting (Fenske; p.com.). Each agenda package contains copies of materials relevant to the items on the agenda, together with

explanatory comments formulated by Commission staff. In many instances a recommendation for action or other decision is included. The minutes of the Commission indicate that recommendations are usually adopted, but occasionally amended or rejected.

The preparation of an agenda package usually commences immediately following a meeting of the Commission and is ready for the next month's meeting. The content of the package is determined largely from the concerns expressed at the meeting, but from time to time actions are reviewed in reports covering a longer period. Three agenda packages which were prepared for the first Commission meeting in September 1969 are typical.

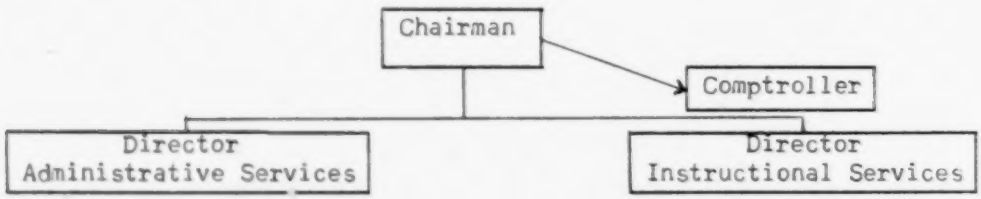
The first package contained the following items of information:

1. A statement of proposals to Cabinet.
2. Bill 70--An Act Respecting a Provincial College System.
3. Amendments to Bill 70.
4. Population analysis and projections (Hanson).
5. Post-secondary education: A brief review of the literature.
6. Population trends--student enrollment forecasts--future accommodation requirements (Fast and Fenske).
7. Guidelines and procedures for campus development (Fenske).
8. Criteria for program development (Fast).
9. Bill 70: Provincial College System--a suggested critical path for proclamation and implementation.

The next two packages consisted of similar materials. In this way the staff attempted to provide an overview of: (a) the policies adopted by the Provincial Board with respect to campus and program

development, (b) the need for post-secondary education in the province, and (c) the legislative framework within which the Colleges Commission would function.

A recommendation was also made on the staff structure needed to support the Commission in the performance of its duties. The Commission approved the structure outlined below (A.C.C., 1969a):



The Administrative Services branch would be concerned primarily with:

(a) establishment of new colleges;

(b) college planning;

(c) administrative responsibilities to the college system; and

(d) gathering and assessing of data.

The Instructional Services branch would be concerned with the development and improvement of curriculum and instruction in the institutions comprising the college system. It would also be concerned with related research, and to a degree with student services. Out of each of these areas two basic functions evolve: (a) administration, and (b) leadership; and an analysis of the activities of the Commission and its staff over the first six months of operation, as revealed by Commission minutes, gives some indication of the extent to which the two basic functions emerged in the operational routine of the agency.

This analysis is presented in Table 5, which shows that while the wide-ranging powers of control, which were established by the total fiscal dependence of colleges, appear to have been used to impose a system of public college coordination, the leadership function was not overlooked in the deliberations of the Commissioners, and actions of the staff.

To illustrate the level of sophistication at which the staff of the Commission operated in fulfilling its administrative and leadership roles, two samples of items included in agenda packages are cited below.[3]

The first deals with a request from Lethbridge Public College for permission to offer a Social Services program. The staff recommended as follows:

> 3. Whereas there are currently three institutions in Alberta offering a two-year Social Service program, and
>
> Whereas these three institutions namely Mount Royal College, Red Deer College, and the Northern Alberta Institute of Technology have the facilities to graduate 75 students annually, and
>
> Whereas the relationship of the manpower demand to the number of graduates is not clear, and
>
> Whereas a research study has been sponsored jointly by the Alberta Colleges Commission, the Alberta Universities Commission, and the Human Resources Research Council to determine the supply-demand factor at three levels: the two year diploma, B.S.W., and the M.S.W.,
>
> Therefore, it is recommended that the Alberta Colleges Commission delay action on the Lethbridge Social Service Program until such time as the findings of the study have been submitted to the Commission.

---

[3] In Byrne's opinion, the effectiveness of Dr. Kolesar and his staff in administering the public college system justifies his view that the Commission structure was not required.

Table 5

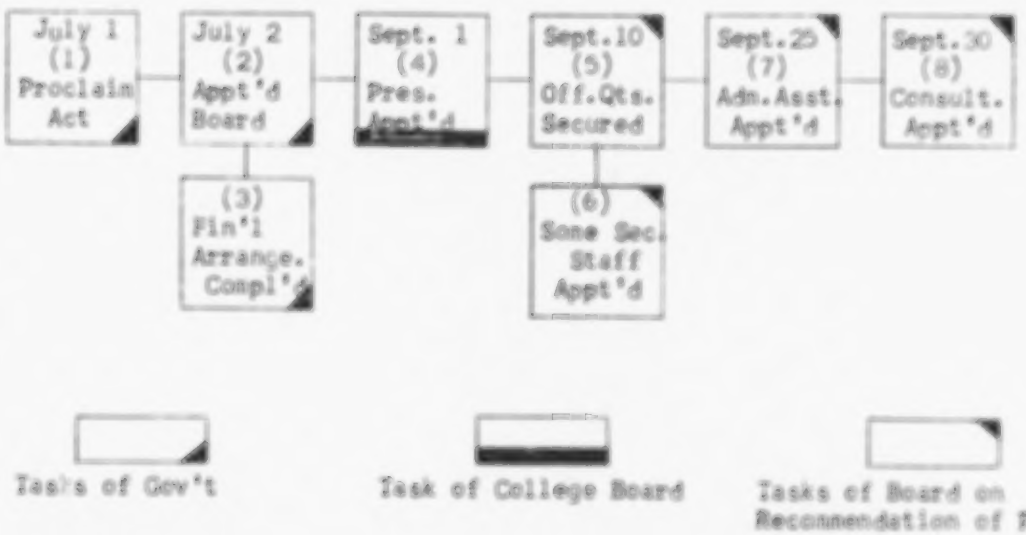
Analysis of the Operational Style of the Alberta Colleges Commission, September 1969 - March 1970

LEADERSHIP	
Research and forecasting:	Coordinacion in Fairview-Grande Prairie area; Atherton study on college finance; Vermilion College expansion;
Initiating structure:	Ad hoc committee for campus development; contact with other provincial institutions; representation on Planning Commission; Commonalities Committee, conference sponsorship; recommendation for new legislation.
Long-range planning:	Five-year master plans from colleges; submission to Commission on Educational Planning.
Establishing harmonious relations:	Interceding with the government on behalf of Mount Royal College expansion, advisory committee, communication with presidents.
Policy development:	Criteria for second-year transfer programs; philosophy, services and functions of colleges; criteria for program development and coordination, affiliation agreement; college grants structures; guidelines for campus development; hiring of consultants.
Information function:	Significant new books to Commissioners; Educational Opportunities Chart.
ADMINISTRATION	
Internal operations:	Signing authority, voting privileges, facilities, meetings, staffing, etc.
Fiscal control:	Accounting procedures, college budget approval; appointment of auditors, auditors' reports, capital financing, grant structure, definitions of students.
Program control:	Approval of aviation program at Mount Royal, approval of arts and science program at Red Deer, withholding approval of second-year transfer program at Medicine Hat until a better balance of transfer and non-transfer courses is planned for; refusal of transfer programs at Lethbridge; delay of Social Service program at Lethbridge.

The second illustration outlines the tasks to be performed in the establishment of a public college in Edmonton, and shows the responsibilities of each of three levels of authority.

These tasks together with the dates by which they should be accomplished are identified in the critical path or time-line diagram below:

1) Proclamation of Sections 31 and 32 of Bill 70
2) Appointment of a Board of Governors for the Edmonton college
3) Arrangements for Financing Completed
4) President appointed
5) Temporary office quarters secured
6) Secretarial staff employed
7) Administrative assistant appointed
8) Consultants selected and appointed


July 1 (1) Proclaim Act
July 2 (2) Appt'd Board
(3) Fin'l Arrange. Compl'd
Sept. 1 (4) Pres. Appt'd
Sept.10 (5) Off.Qts. Secured
(6) Some Sec. Staff Appt'd
Sept.25 (7) Adm.Asst. Appt'd
Sept.30 (8) Consult. Appt'd
Tasks of Gov't
Task of College Board
Tasks of Board on Recommendation of Pres.

The efficacy of the Commission, however, as a coordinating agency may be better measured by its results on two fronts: (1) intra-system relationships, and (2) inter-system relationships. An indication of the first is available in the concerns expressed by member colleges

over system conditions, at a conference held with the Cabinet in August, 1970. These are presented in Table 6, together with the responses of the Commission.

The stated concerns of the member colleges cover many aspects of the system as follows: (1) problems of differences between colleges; (2) problems of operating and capital funds; (3) inter-institutional relations; (4) the community service dimension; (5) long-range planning rigidities; (6) relations with industry and community; (7) lack of incentive for good college management; (8) problems of program development; and (9) dissatisfaction with the Colleges Commission. Some of these complaints were refuted by the Commission while others were accepted for study and possible remedial action.

The efficacy of the Commission in its role of mediation with other provincial agencies must be judged by its success in resolving the important problems of program coordination and inter-institutional articulation. These will be looked at in the next sections.

Coordination Agreements with Other Provincial Institutions

The need for better coordination between the various provincial agencies responsible for some aspect of post-secondary education was clearly seen by the Chairman of the Colleges Commission, who initiated discussion of the problem. The text of two reports which were included in the agenda packages for October, 1969 and June, 1970 are summarized here:

In the opinion of the Chairman the need for improved communication among existing authorities was recognized by all, but progress

Table 6

Issues Discussed at the Cabinet-College Conference

Issue	College	Commission response
Problems of differences between colleges: new colleges small colleges differences in programs	Grande Prairie Lethbridge Red Deer	The Commission is constantly developing new policies to deal with the problems of new colleges and small colleges. Commission action has generally speeded up rather than delayed the establishment and development of all colleges. A master educational plan is being prepared. This hopefully will solve the problem of program allocation.
Problem of operating & capital funds: staff negotiations & salary schedules Tuition fee levels Residence construction Differences in operating characteristics	Most colleges	The Commission has spent the last year bringing college financial policies and accounting into a standardized procedure. It has appointed a Comptroller whose chief function has been to work with the colleges' financial officers in establishing acceptable financial policies. Many of the issues identified by college have already been resolved and the remainder should be resolved in the near future.
Inter-institutional relations a)university transfer affiliation	Most colleges	a) A committee has been established to resolve the issue of transferability. A report on this matter is due on March 1, 1971. b)c) It has always been the position of the Colleges Commission that coordination of programs and institutions would be greatly enhanced if all public non-university institutions came under the umbrella of the Colleges Commission. d) The master educational plan will define the role of each college in the system. With regard to this point raised by Medicine Hat, however, the Premier's remarks regarding the role of the colleges are quite clear. The Commission concurs with his statement.
b)program coordination among colleges	Medicine Hat	
c)coordination with other institutions	Most colleges	
d)definition & guarantee of role	Medicine Hat	

Table 6 (Continued)

Issue	College	Commission response
The community service dimension	All colleges	As a result of the higher priorities of college growth in the areas of campus and program development through the establishment of legislation and policies and limited staff time available, it is true that the community service dimension has not been emphasized to this point. However it is the colleges themselves who must take the initiative in examining community needs and in establishing effective relationships with their communities.
Long-range planning requires flexibility	Lethbridge	The Commission has required long-range master plans from each institution and has indeed encouraged flexibility, uniqueness and new ideas in design, method and types of programs. This could be substantiated and documented at great length.
College relations with industry & community	Mount Royal	The Commission has encouraged the development of close ties with the community. Most program curriculum committees have extensive business, industrial or community representation.
Lack of reward for good college management	Lethbridge	This is being studied.
Program development a)research lacking	Red Deer	a)While a certain amount of research on program development is lacking, it is true that the area is currently being studied by the universities in Alberta.
b)high emphasis on academic programs	Red Deer	b)Statistics for the current year show that 41 per cent of the students enrolled in colleges in Alberta are in university transfer programs while 59 per cent are in career or vocational programs.

Table 6 (Continued)

Issue	College	Commission response
b)	Red Deer	This is the enviable figure towards which the junior colleges in the United States have striven but have not yet reached in the last 60 years. The Red Deer College itself has 68 per cent of its students in university transfer programs.
c)Student needs not given sufficient consideration	Red Deer	c)Colleges are developing adequate counselling services to meet the needs of students.
d)Colleges should serve some functions presently being served by other institutions	Medicine Hat Lethbridge	d)It is true that some programs currently offered at the Institutes of Technology and at the Universities could be offered as well, if not better, at the colleges.
e)Foreign student enrolments	Cabinet	e)The enrollment of foreign students in colleges is not a significant figure when compared with the universities and institutes of technology.
Colleges Commission a)Not concerned with principles of good business	Lethbridge	a)The Commission was established to design and propagate the growth and development of a college system. This it has done, and the majority of colleges have recognized that the Commission has done nothing but enhance and facilitate their positions.
b)Not providing effective leadership	Lethbridge	b)The Commission has in fact provided leadership through the establishment of policies and guidelines in matters concerning campus development, program development, and finances.
c)Should be reconstituted to include student, staff & administrative representation	Lethbridge	c)The question of Commission membership composition was discussed in great detail and at great length during the drafting of the legislation. It was agreed, after careful study, by almost all of the groups concerned, that the present composition of the Commission was the best one. Nevertheless, if it is deemed desirable, the legislation can be amended.

could not be made until decisions were reached concerning the role of the Commission.

The lack of formal authority meant that the Commission could neither promote nor restrict any aspect of the operation of institutes and agricultural colleges. However, since these institutions received their approvals from the Cabinet, a higher authority than the Commission, the Commission's decisions were under their influence. This position was antithetical to the Cabinet statement of reaction to the proposals of the Provincial Board that "Institutes of Technology and Agricultural and Vocational Colleges (would) be coordinated with the college system as a whole in keeping with the recommendation of the Provincial Colleges Commission to the Ministers responsible for their administration."

Attempts at voluntary coordination of programs in the three types of colleges during 1968-69 were largely unsuccessful, mainly because the participants indicated that they would be bound only by favorable decisions.

In an attempt to remedy the situation the following motion was carried at the October, 1969 meeting of the Commission:

> That the Commission approve (1) the establishment of formal avenues of communication between the Colleges Commission and the various participating groups in the provincially owned institutions, and (2) the discussion with these groups of the relationship of the institution to the College System and to the Colleges Commission.

A series of meetings was subsequently held with the various institutions with the objective of proposing an Order-in-Council which would establish new structures for coordination. There was general support for the idea from the Agricultural and Vocational Colleges who

saw the prospect of expanded programs with public college status, but the response of the Institutes of Technology was to recommend a "laissez-faire" arrangement for at least the next two-year period.

The response of the Commission was to submit a recommendation to the Cabinet that an Order-in-Council be made bringing the institutes of technology under the authority of the Colleges Commission in matters relating to programs and services, campus development, and finance (A.C.C., 1970d). No action was forthcoming from the government to implement this recommendation; nor did the government accept the resolution of the Commission passed on June 10, 1971 that the Vermilion, Olds and Fairview Agricultural Colleges be incorporated as public colleges under the Colleges Act.

The dysfunctionality of having a provincial Commission charged with the coordination of a post-secondary education system but lacking the power to control two of its three major parts is clearly illustrated in the following examples:

1. The Lloydminster brief. This was a proposal for the establishment of a public college serving the Lloydminster area.

One important factor facing the Commission in considering this brief was the existence of an Agricultural and Vocational College in Vermilion some thirty-seven miles from Lloydminster. Lacking the necessary authority even to study the situation the Commission recommended to the Minister of Education that the Commission's staff be authorized to conduct a feasibility study on the expansion of programs in the Vermilion College (A.C.C., 1970a). The Minister's reply indicated that even at his level no authorization for the proposed

feasibility study could be given until the whole matter had been considered by the Cabinet. The caution exercised by the Minister indicated the sensitivity of other government departments in matters of post-secondary education.

2. Long-range master plan. Although the Worth Commission on Educational Planning was due to report in 1972, and Dr. Kolesar, Chairman of the Colleges Commission, was himself a member, and in addition the Director of Instructional Programs was a member of the Post-Secondary Education Task Force of the Commission on Educational Planning, the Colleges Commission, in December 1970, approved an amount not to exceed $37,000 for the development of its own master educational plan, with respect to public colleges.

This action affirmed the Commission's responsibility for planning, which was already underway under the direction of a new staff officer, and apparently induced the government to reconsider the Commission's scope by requesting the Commission to expand its Master Educational Planning Project to incorporate all forms of non-university post-secondary education. This the Commission agreed to do (A.C.C., 1971a).

Although the Colleges Commission lacked the formal authority to coordinate the programs at the institutes of technology and agricultural colleges, there is in the above actions of the government evidence of acceptance of the idea of leadership in coordination emanating from within the Colleges Commission. This trend may have facilitated the voluntarism evidenced in the agreement which was reached between the

new Grant MacEwan College and the Northern Alberta Institute of Technology in specifying their respective program areas. This took place at a meeting held in April 1971 between Commission staff, President and Chairman of Grant MacEwan College, and senior administrators of NAIT and the Division of Vocational Education. The following abstract is from the files of the Colleges Commission:

From the philosophies of the two institutions an appropriate placement of programs would be:

N.A.I.T.: All engineering, medical and trade and technical programs.

Grant MacEwan: Remedial and upgrading programs, general education, Social Service career programs, Business career programs, allied health career programs, all other service oriented career programs, and community service programs.

Continuing education courses would be offered by both institutions depending upon the category in which they exist. To avoid unnecessary duplication and redeployment, it was agreed that for the time being the philosophies established above would not be implemented in their entirety. The following allocation was approved:

N.A.I.T. (a) Will continue to offer all engineering and medical technician/technology/trade programs; (b) will continue to offer the business programs which they are currently offering, but will not expand programs in this area.

Grant MacEwan. (a) Will not offer engineering technician/technology/trade programs; (b) programs in business and allied health fields will be developed in areas not currently offered by the

Northern Alberta Institute of Technology except where duplication may be desirable or necessary; (c) the social services program will be transferred to Grant MacEwan Community College from the Northern Alberta Institute of Technology.

The fact that agreement was reached on even a limited transfer of programs from NAIT to Grant MacEwan characterizes this as an unusual example of voluntary coordination. The feeling of mutual unease over program demarcation persists in certain areas, however, and it was clearly understood that agreements reached were temporary and not binding on either party. Further negotiations were anticipated.

In evaluating its own position as coordinating agency (A.C.C., 1970e) the Commission appears to have accurately described its situation as follows:

> Commission powers relating to colleges and including such powers as to gather information, regulate service, distribute funds, and make recommendations to the Lieutenant Governor-in-Council, are limited to the affairs of the public colleges only. Thus there continue to be three systems serving a common non-university clientele without the benefit of an overall plan for their development and their coordination other than that imposed by Cabinet itself.
>
> It is not intended here to criticize the effectiveness of coordination by Cabinet. Instead the intent is to indicate that the 1968 Cabinet Statement of policy has not been achieved.
>
> It is the view of the Colleges Commission that coordination among the non-university institutions is desirable and necessary, and that this coordination should be provided by the Commission as provided for in enabling legislation contained in The Colleges Act.

Relationships with the Universities

The Minister of Education charged the Commission, at its first meeting, with an early resolution of the problem of second-year

university transfer programs in the colleges, this being a reference to difficulties in establishing agreements with the universities. Further the Chairman's list of tasks to be accomplished was headed by the item Ratification of Affiliation Agreement. The Commission's failure to achieve either, to the complete satisfaction of the colleges and the universities, is the subject of this section.

The affiliation agreement referred to was that which was agreed upon by Dr. Neal and Dr. Kolesar in the last months of the Provincial Board of Post-Secondary Education, but which was questioned by both the Board and some college presidents. One concern was the manner in which the universities would evaluate the first-year program of a transfer student for credit purposes.

In elucidating this point Dr. Neal, Chairman of the College Committee of the Universities Coordinating Council wrote to Dr. Kolesar in April 1969 as follows:

> Because of the considerable differences in program details between similar departments of different Universities, there will have to be flexibility of assessment of a transferee's student background. A Department may have to say that it can accept certain courses, but that for another it may be necessary for the student to do some other pre-requisite study.
>
> A college will have to be aware of the differences and decide whether it is going to aim towards one particular university with perhaps some divergence from the others or try to provide a general course aimed at all Universities.
>
> I think much of these details will be clarified as operations proceed, particularly if regular professional liaison is maintained at Departmental levels--and I see this as quite different from the present control mechanisms.
>
> I hope that the flexibility involved in the procedures proposed will be better for all concerned in the long run.

In consideration of this letter the Commission approved the

Affiliation Agreement, at the meeting of November 13, 1969.

A few months later, however, the Chairman of the Commission reported that two colleges were experiencing some difficulty in arranging for the affiliation of second-year programs, and that its staff was planning to meet with the Universities Coordinating Council in an attempt to alleviate the problems (A.C.C., 1970b). Subsequently an advisory committee was established to look into the matter of affiliation and a report was presented to it by Dr. Fast, a Commission officer, in May, 1970.

In this report, which is included in Appendix B, Dr. Fast outlined the problem of establishing a second-year transfer program, necessitating, as in the case of Red Deer College, approval of seven separate committees. In spite of the confusion Dr. Fast was encouraged by the attitude of the Coordinating Council in its desire to establish shorter and more reasonable procedures for affiliation: "While to say that things have not gone well might be recorded as the understatement of the year, we do see a glimmer of hope on the horizon."

This optimistic view, however, was later to prove unwarranted. On September 10, 1970 the Chairman reported that the entire issue of accreditation and transferability was being studied, and that the objective was to arrive at solutions to major problems by September 1971.

The situation was not resolved, however, but in fact deteriorated during 1971, until the point was reached where the public colleges refused to sign formal agreements of affiliation proferred by the University of Alberta. Currently the transfer of students between colleges and universities is effected by informal rather than formal

means, and it is still the subject of study and negotiation.[4]

The fundamental reason for the confusion over transfer arrangements, as seen by Dr. Neal (p.com.), is that legislation covering university level work is found in both The Universities Act and The Colleges Act. The Colleges Act specifies that:

> 25. Members of the college system may be affiliated with Alberta universities subject to regulations established by the Commission following consultation and agreement with the Universities Co-ordinating Council.
>
> 26. A college board may
> (a) with the approval of the Commission, establish the admission requirements for students of its college.
>
> 27. A college board may provide at a college
> (a) courses of general, academic, vocational, cultural or practical nature, subject to the approval of the Commission.

By the terms of the two Acts the Commission is given the power of approval in principle of college parallel programs, and may likewise veto such programs by withholding support funds; the Coordinating Council and the Commission may negotiate affiliation principles and procedures, but specific affiliation agreements between a college and a university is a matter for the approval of the Board of Governors, and therefore subject to the recommendation of the University's Committee on Junior Colleges; and finally, departments and faculties exercise controls through their acceptance of college transfer courses for credit, by authority of each General Faculty Council.

A second, related problem which has also defied solution,

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[4]This situation was confirmed in an interview with the Assistant Registrar of the University of Alberta, and by correspondence in the "Affiliation File" of the Alberta Colleges Commission.

according to Dr. Neal, is the definition of matriculation equivalency in the case of students who commenced college transfer work with matriculation deficiencies. Agreement was reached between the Department of Education, the Coordinating Council and the Colleges Commission that colleges could develop alternative programs equivalent to grade XII high school work, but agreement was lacking on who should validate the equivalence of specific courses. Authority in this regard also resides, therefore, with each General Faculty Council, and operationally is decided by individual faculties, the result being some inconsistencies in practice which have caused consternation, especially in Lethbridge Community College (Alston, p.com).

Dr. Kolesar (p.com) sees the problem differently. Both the Provincial Board and the Colleges Commission have consistently sought accredited status for the public colleges, and the Commission does, in fact, have its own internal accreditation system. At the heart of the affiliation problem is the reluctance of the universities to recognize the contribution and legitimacy of the colleges, and to accord accredited status where merited. This attitude, together with an unworkably complex affiliation procedure, has precluded any fundamental agreement on the transfer function.

The result of the failure of the Commission to bring about a rationalization of the transfer function of public colleges has necessitated institutional adjustments such as seeking affiliation for one program with the University of Calgary, and for another with the University of Alberta depending on the degree to which the college's program resembles that of each major university. This is the situation

which obtains at Medicine Hat College where, in the words of the Registrar (Perrin, p.com.): "transfer arrangements appear to work satisfactorily, but the universities 'call the shots'."

CONCLUSIONS ON COORDINATION

In the last four chapters a description of the development of the Alberta colleges and coordination mechanisms has been given.

The first Alberta junior colleges were private church-related colleges which combined high school work with first-year university transfer programs in affiliation with the University of Alberta. No formal mechanisms for coordination existed other than the University of Alberta which through its Committee on Junior Colleges supervised the conduct of the transfer program. The primary orientation of the Committee, in dealing with the private junior colleges, was to protect and preserve the interests of the university by screening instructors and setting academic standards for courses and programs. The result was a concentration on academic work duplicating university studies on a course by course basis. Junior college leaders appeared to accept the inevitability of university domination and a functional, if not harmonious, relationship existed between them.

With the introduction of public junior colleges in 1957 an attempt was made by the Government of Alberta to encourage comprehensive college programs of non-university as well as university calibre. The Junior College Committee continued to administer affiliation agreements much as before, but a gradual deterioration in the relationship between the colleges and the University took place. The Committee on Junior

Colleges previously exercised its right to control and limit transfer programs in the junior colleges, and since these programs were still perceived locally as the mainstay of the colleges the "authority" of the university was resented.

During this phase the influence of the committee was dissipated throughout the university by the delegation of certain responsibilities to individual faculties and departments and by the inclusion of representatives from the Calgary campus. As before, it limited its attention to academic matters, and resisted any further involvement in system coordination, such as establishment of new colleges. System-wide planning and coordination, however, were increasingly of interest to the government which initiated or supported a variety of surveys and studies. The most notable of these was the Stewart Report which initiated a flurry of activity culminating in a three-day conference in Edmonton.

The result was a confluence of opinions mostly supporting the idea of planned growth in junior college opportunities especially for those not desiring a university education, but divided on such basic issues as regional organization, and allocation of functions. To resolve these issues the government established a powerful central agency known as The Provincial Board of Post-Secondary Education, whose primary function was to advise the government on policy. The policies forthcoming, however, were not entirely acceptable to the government, and compromises were reached in the formulation of Bill 70--An Act Respecting a Provincial College System, which discarded the "junior" college image and created a provincial system of post-secondary

(non-university) education of three parts: technological institutes, agricultural and vocational colleges, and public colleges. The Alberta Colleges Commission was created to coordinate the system as a whole and to provide central control and coordination of the public colleges in particular. The records of the Commission indicate that it established a coordinated public college system with comprehensiveness on a provincial basis and a balance of university and non-university programs.

The Colleges Commission, however, was not able to successfully coordinate the total post-secondary education system due to lack of legislated power to control the institutes and agricultural colleges. Also the failure of the government to revise thoroughly the Universities Act in the light of the college movement resulted in legislation covering college transfer programs existing in two Acts. As a result of overlapping jurisdictions, the tradition of university control, reactionary university departments, and expansion-minded college presidents, the Commission faced an impossible task in attempting to reach consensus on affiliation and transfer procedures. While analytical and exploratory studies continue to be made to this day, another route to the resolution of the problem of college-university relations has been opened by the Conservative Government which took office in September 1971 following thirty-six years of Social Credit rule. In the first few months of office the government established a Department of Advanced Education which quickly brought the institutes of technology and the agricultural and vocational colleges under its jurisdiction, while preserving the existing administrative structures. In similar vein the government has opened discussion on the possible

future union of the universities and colleges under a new coordinating or governing agency.

Whatever forms emerge there can be little doubt that the future will bring significant developments in the arrangements for the coordination of post-secondary education in Alberta. In order to see how these developments are related to the past, and to better understand how the past may guide the future, the table which follows (Table 7) contains the writer's perceptions of some significant events which are seen as milestones in the development of the Alberta college system.

Table 7

Some Significant Events in the Development of a Provincial System of College Coordination

Date	Event	Alternatives	Prime movers
1910	The University of Alberta Act specifying affiliation	System of accreditation rather than affiliation	
1931	Affiliation policy of the U.ofA., specifying close program supervision	Liberal interpretation with university acting as mentor and judge of product	Committee on Junior Colleges, with G. M. Ross supporting the alternative
1949	First move to investigate the feasibility of a public college in Lethbridge.	Local campus, or extension center of U. of A.	Gilbert Paterson, Q.C. Mrs. Kate Andrews
1951	Feasibility study of college in Lethbridge by Masterman	Study conducted by a local consultant with a different orientation	G. Paterson, L. M. Bussard.
1956	Meeting of government, Dept. of Ed., University & Lethbridge school officials. Agreement on: 1) a public junior college for Lethbridge. 2) Comprehensiveness of programs. 3) Cost-sharing by participating school boards.	To postpone agreement on a new form of public junior college until implications fully studied.	Paterson, Andrews, Dr. W. H. Johns, Dr. Swift.
1957	Opening of the Lethbridge Junior College under reinforced affiliation controls	Relaxation of affiliation controls for public junior colleges	Dean J. Cousins (opening), University of Alberta Committee on Junior Colleges(affiliation)

Table 7 (Continued)

Date	Event	Alternatives	Prime movers
1958	An Act to Provide for the establishment of Public Junior Colleges. An act which normalized events at Lethbridge, and endorsed the system of university affiliation.	To enact legislation based on province-wide need studies anticipating the future rather than legitimizing the past.	Dr. Swift
1959	Cameron Commission Report. No action taken on recommendations for regional centres known as Community Colleges, decentralization of vocational and trade programs, Dept. of Ed. as governing agency, initiation of long-range master plan.	Act on, or pursue further, these recommendations.	Senator D. Cameron
1965	Stewart Report recommending province divided into districts, regionalization of post-secondary education in comprehensive colleges, representatives from each district board on a provincial coordination board.		Dr. A. Stewart
1966	Fact Finding Committee report and 3-day conference. Organized reactions to the Stewart Report. Withdrawal of draft legislation for regional districts.	Support for all or part of the Stewart Report. Passage of the Act Respecting Post-Secondary Education Regions.	A.T.A., U. of A., and Dept. of Education, Dr. T. C. Byrne, Dr. G. Mowat.

Table 7 (Continued)

Date	Event	Alternatives	Prime movers
1966	Act Respecting Provincial Universities specifying powers of Board of Governors, General Faculty Council, and Coordinating Council with respect to junior colleges.	1) Postponement until the question of public junior colleges was resolved. 2) Clearer demarcation of responsibilities for junior college transfer programs.	
1967	Establishment of the Provincial Board of Post-Secondary Education.		Dr. Byrne, Dr. Mowat
1968	Government reaction to PBPSE recommendations, rejecting local boards of control for all post-secondary institutions, and a single commission for universities and colleges.	Accept Provincial Board's recommendations in entirety	Cabinet ministers
1969	Bill 70--The Colleges Act assented to, establishing the Colleges Commission.	Placement of colleges under control of the Dept. of Education	Dr. Kolesar Dr. Byrne

Chapter 7

AN ASSESSMENT OF COORDINATION IN ALBERTA

In this chapter an attempt is made to evaluate critically the various arrangements for coordination which have been used in Alberta, namely: the University of Alberta Committee on Junior Colleges, the Provincial Board of Post-Secondary Education, and the Colleges Commission.

In dealing with the first two forms, the task is approached by reviewing, in the light of the literature on coordination, selected items of information which were presented objectively in previous chapters. In the case of the Colleges Commission, additional information is available in the form of questionnaire responses to an evaluative instrument.

According to Stuckman (1969:37) the first requirement of a coordinating body is that it be effective and efficient, meaning that it serve the needs and interests of both the individual colleges and the province.

In the first two phases which are characterized initially by private junior colleges, and later by public junior colleges offering transfer programs in affiliation with the University of Alberta, the Committee on Junior Colleges appears to have met its primary purpose of maintenance of standards. In fact the Committee, in some instances, outdid its own academic standards in the level of professional preparation required of junior college instructors, and in some examination

standards which exceeded those required of regular university students.

Towards the end of the second phase, with the growth in the number of public junior colleges, and the increasing demand for comprehensive programs, the need of the province centered on system rationalization and coordination of the variety of contributing post-secondary educational institutions. The Committee on Junior Colleges was neither equipped for nor charged with this duty. While the Committee sought the involvement of the Department of Education in controlling the expansion of junior colleges it failed to adjust its own stance on affiliation, and the regulations and procedures which sufficed in the 1930's, 40's, and 50's, were inadequate for the 60's. In terms of efficiency, therefore, this declined over the years.

The effectiveness outcomes of the Committee are measured in terms of the degree of satisfaction of the needs of affiliated colleges. In the first phase of development the orientation of private colleges was almost entirely towards university transfer work. The main advantage of affiliation was that it brought program credibility and status to the college. It also entailed the college's compliance with certain academic and physical requirements, and removed these concerns from the decision-making bodies of the college.

These were significant advantages which more than compensated for the transfer of power to the Committee, and in most cases relations were functional, if not harmonious. There were instances, however, most notably in the case of Mount Royal College, where the costs of affiliated status, in terms of loss of control over programs, were too great to be paid without protest. These problems were inherited by the first public

colleges which were accorded exactly the same treatment.

It is only in the third, and current, phase of the development of provincial coordination that an agency is set up specifically for this purpose. The Provincial Board of Post-Secondary Education was effective in meeting its two main responsibilities: (1) the development of policy culminating in legislation and a permanent structure for coordination; and (2) the development of working procedures for college coordination. In dealing with both an emphasis was placed on opening channels of communication, and there is evidence of considerable input on the part of college presidents, senior government officials and representatives of other agencies interested in education. The Board was unsuccessful, however, in its dealings with the universities.

The present arrangement for coordination is the Colleges Commission, and since its operations are most readily scrutinized, and of greatest topical interest, a fuller assessment of its performance is justified. This is done in two parts: (1) an assessment based on documents and interviews, and (2) perceptions of college leaders.

Assessment of the Colleges Commission

The Colleges Commission appears to have been effective in coordinating the public college system to the extent of being able to initiate the preparation of a college master plan. The Commission, however, has been ineffective in coordinating the total non-university post-secondary system due to deficiencies in legislated power.

The Commission appears to have established open lines of communication through standing committees and active staff liaison

with the colleges. Contacts with other governmental agencies, such as the Universities Commission and provincially-owned institutions, have been less regular. This has resulted in generally sound and supportive relations within the public college system, but in frustrations over the allocation of technical-vocational and academic programs, and over university domination of transfer programs.

Likert (1960) claims that in all organizations an emphasis on developing "human capital" is rewarded in terms of increased productivity and member satisfaction. A "human" organization is characterized by supportive relations, group decision-making, and high performance aspirations (Likert, 1960:48). The Colleges Commission, as already reported, appears to have engendered good rapport among college leaders. In addition, the Commission has been highly supportive of its staff. This is especially evident in the attitude of the chairman towards his assistants, who are encouraged to exercise initiative, and whose works have been praised in the minutes.

Group decision-making is assured to some degree by the Commission structure, and has been optimized by the use of agenda packages which provide the salient facts on any anticipated issue, and by the readiness of the chairman to act on the intent, and in the spirit of Commission decisions. Decentralization of college administration is encouraged in principle in wholly local matters, and issues of wider implication are debated in regularly scheduled meetings with college presidents.

It is clear that the value of human capital and the need for both effectiveness and efficiency (as defined by Stuckman) have not

escaped the notice of the Colleges Commission.

Miles (1969:378) states that "a healthy organization not only survives in its environment, but continues to cope adequately over the long haul, and continuously develops and extends its surviving and coping abilities." Nevertheless the survival of a commission (as Byrne notes) is conditional upon the whims of politicians, and these may pose a greater threat to the Commission than its own condition of health.

A healthy organization is characterized by:

1. A clear goal focus. (The focus of the Commission is clear with respect to public colleges, but unclear with respect to other post-secondary institutions.)

2. Communication adequacy. (The Commission has adequate lines of communication with the public colleges, but inadequate lines with provincially-owned institutions and universities.)

3. Optimal power equalization. (A reasonable balance appears to have been established in the public college system, but the Commission lacks the power to carry out its responsibilities for the coordination of the total post-secondary system.)

4. Optimum resource utilization. (Although there are some complaints about the allocation of program functions among colleges, and some concern over community service budgets, there is general agreement on the policy of supporting existing colleges rather than dispersing resources more widely.)

5. Cohesiveness. (There is a feeling of identity and group spirit among college personnel.)

6. Morale. (Morale is lowered by relationships with the universities and failure to attain accredited college status.)

7. Innovativeness. (The records give little evidence of innovativeness in the public college system.)

8. Autonomy. (The public college system as a whole is entirely dependent upon government fiscal support, and transfer programs are subject to the control of the universities. The total existence of the Commission depends on government approval. In its internal operations, however, the Commission has much autonomy.)

9. Adaptation. (The Commission proved itself capable of overcoming the problems of "newness." These are discussed below. Another positive indicator is the continued operation of the transfer program despite a lack of general agreement with the universities.)

10. Problem-solving adequacy. (The Commission's records contain evidence of a willingness to confront and deal with problems. Decisions are reached rationally on the basis of available information and long-range plans for individual colleges and the system as a whole.)

Stinchcombe (1965:148) in discussing the "liability of newness" states that:

> As a general rule, a higher proportion of new organizations fail than old. This is particularly true of new organizational forms, so that if an alternative requires new organization, it has to be much more beneficial than the old before the flow of benefits compensates for the relative weakness of the newer social structure.

The vulnerability arises from the following problems:

1. New roles have to be learned, which involve high costs in

time, worry, conflict and temporary inefficiency.

2. New organizations must rely heavily on social relations among strangers. This means that relations of trust are much more precarious in new than old organizations.

3. There is a loss of stable ties to those who use organizational services.

The Commission has been spared some of these problems by the continuation of the policies of the Provincial Board, and by the decision to retain its chairman and central staff, but newness demands still arose from changes in the personnel structure of the Commission and of local boards. There is no evidence, however, of temporary inefficiency. The business of the Commission was initiated by the staff during the three months preceding the first Commission meeting, and the momentum appears to have been maintained.

A tentative conclusion offered at this point in the assessment is that the Colleges Commission failed in areas where it lacked the necessary powers, and succeeded most in areas which were subject to the influence of the Chairman and his staff. The Commission per se provided the necessary vehicle for the formalization of policies and linkage with the government.

The writer's prognosis is that the Commission would prevail under existing conditions, but that action by the provincial government, through legislative amendments, could quickly decide its fate one way or the other.

Perceptions of College Leaders

A page by page review of Chapter 2 gave rise to a series of questions which could be asked of college leaders to elucidate their perceptions of the functions which should be served by a provincial coordinating agency, and their assessment of performance by the Alberta Colleges Commission. These questions were organized into a questionnaire which was scrutinized independently and revised in the light of suggestions made.

The final draft of the questionnaire, a copy of which is in the Appendix, contains the following major divisions:

1. Basic purposes of a system of college coordination.
2. Tasks and functions of a coordinating agency.
3. Performance characteristics of the Alberta Colleges Commission.
4. Outcomes of coordination in Alberta.
5. Review of the past.

In dealing with purposes, tasks and functions, all those identified in the literature were included, and respondents were asked to judge their appropriateness for the Alberta Colleges Commission, their importance, and the extent of achievement by the Commission.

The performance characteristics deal more with the manner of performance of duties and less with outcomes, and are proposed in the literature as illustrative of sound procedures. The question was asked: How frequently does the Colleges Commission meet these standards?

The list of outcomes was derived mainly from the section of related literature dealing with the benefits of state-level

coordination. Are these benefits achieved in Alberta? Some questions also arose from the theoretical models of coordination to see if any of the formulations were applicable to the Alberta situation. A separate list of outcomes arose from the complaints of college presidents in 1970. The intent behind these was to assess the efficacy of the Commission in removing or reducing problems identified by college leaders.

Finally, the questions dealing with the past sought to reveal the subjective assessment of college leaders to situations which they may, or may not, have experienced directly. Specifically, respondents were asked to judge the balance between centralization and decentralization of control over colleges which existed in those phases of coordination identified in this study.

A basic underlying concern throughout the questionnaire is the validation, or otherwise, of the conclusions formulated from the analysis of documents and interviews.

Administration of the questionnaire. The questionnaire was mailed, with a letter of explanation, to the current presidents and board chairmen of the six public colleges. In addition one was sent to the former president of Medicine Hat College, who had recently resigned from this position. Advance notice of the questionnaire was given at the December meeting of the Colleges Advisory Committee, at the request of the researcher.

Responses were received from all but two potential respondents. Of the eleven respondents, four did not feel competent to complete

section V of the questionnaire.

The consolidated data are located with the questionnaire in Appendix C, and findings are reported in the sections which follow.

Purposes, tasks and functions of a coordinating agency. Of the twenty items proposed there was general acceptance of all but four. The four tasks and functions which the majority of respondents deemed inappropriate for the Colleges Commission are:

1. Planning college facilities.
2. Pooling requisitions on the purchase of expensive equipment.
3. Establishing standards and approaches to recruitment, pre-service, and in-service education of academic faculty.
4. Establishing standard personnel policies for non-academic employees.

Of the remaining sixteen appropriate items thirteen were rated as very important, the majority of responses being in category 4 or 5 of the importance scale. Among them are all four basic purposes, and nine tasks and functions. These are listed below in the order of perceived achievement as indicated by average scores on the achievement scale.

Approving building plans (3.8)

Determining financial needs of the public college system (3.7).

Approving college budgets (3.5).

Meeting the needs and furthering the objectives of colleges (3.5).

Establishing standards for space utilization and plant development (3.4).

Serving the best interests of the province (3.4).

Developing a master plan for public colleges (3.3).

Harmonizing the various components of the system (3.3).

Allocation of programs and functions to colleges (3.1).

Developing a master plan for all post-secondary, non-university education (2.9).

Establishing uniform codes in information reporting (2.9).

Reducing conflicts between agencies having related interests (2.8).

Establishing auditing procedures (2.5).

Some interesting conclusions may be tentatively drawn from these observations.

College presidents and chairmen generally accept centralized coordinative activities with the exception of facilities planning and equipment purchasing, and personnel policies for both faculty and non-academic employees, which apparently are perceived as local matters.

Generally the performance of the Alberta Colleges Commission in undertaking functions deemed appropriate is evaluated favorably, since three quarters of the mean scores fell above the mid-scale score of 3.0.

In serving its purposes the Commission is most successful in meeting the interests of the colleges and a little less successful in serving the best interests of the province and regulating and harmonizing the components of the post-secondary system. It is least successful in reducing conflicts between agencies having related interests.

The tasks which are performed best are those dealing with building plans and fiscal needs and allocations. The next group of tasks are related to program planning functions in the public college

sphere. Those rated lowest in terms of achievement are concerned with program planning and rationalization in the context of the total post-secondary system, and with accounting and reporting procedures.

These evaluations tend to support earlier conclusions that the Commission meets more success in coordinating matters internal to the public college system, than in matters cutting across the segments of post-secondary education. In addition a new dichotomy appears between tasks related to the facilitation of college programs, such as approving building plans and providing financial resources, and tasks related to college accountability, such as receiving fiscal reports and other information on the operation of the colleges. The Commission is apparently more successful in the former than in the latter.

Performance characteristics of the Alberta Colleges Commission. In turning attention to process the conclusion is readily reached that college presidents and chairmen receive the Commission's operations favorably. Of the eighteen characteristics indicating sound procedures the number of respondents checking the "usually" or "always" columns exceeded the total in the "never," "seldom," and "sometimes" columns in all but two cases. The suspect characteristics are: establishes consensus among the colleges; and relates the cost of new programs to budgets.

The first of these is attenuated by the almost unanimous opinion that the Commission usually gives a fair hearing to colleges, makes equitable decisions, and successfully controls virulent competition. Perhaps the lack of consensus, which sometimes exists, reflects a functional variance of opinions.

Apparently, however, a laxity is perceived in the Commission's support of certain new programs, in spite of the general accord with budgeting procedures.

Outcomes of coordination. While there appears to be a high degree of unanimity among college presidents and chairmen in their perceptions of the Commission's activities and procedures, there is generally less agreement on results. The technique used to identify items responded to positively and negatively is as before: positive responses are indicated by a majority of responses in columns (4) and (5), and negative responses by a majority in columns (1) and (2). In most cases positive responses are favorable responses.

Of the sixteen outcomes posited the following were accorded majority agreement.

1. Colleges are able to function well independently of each other.

2. The conflict level between local college boards and the Commission is low.

3. The conflict level between local boards and college presidents is low.

4. Initiative in individual colleges is encouraged.

5. Community citizens are involved in the development of a college's programs.

6. Coordination results in greater gains than costs to colleges.

7. Coordination results in comprehensiveness of programs in the context of the total province.

Majority disagreement was indicated for the following outcomes:

1. The colleges are free from the interference of universities and other post-secondary institutions.

2. The colleges are free from arbitrary government intervention.

3. College programs have become standardized.

4. Administrative procedures are standardized.

Opinion is divided in the case of five possible outcomes dealing with the definition of a college's community role, the balance of programs in a given college, the degree of uniformity of academic and vocational standards between colleges, college sensitivity to community needs, and the balance between the forces of change and resistance to change.

In evaluating improvements brought about since August 1970 when concerns of college leaders were discussed with the Commission and the Cabinet, respondents generally acceded that some progress had occurred. The majority agreed with the following trends:

1. Inter-institutional relations are characterized by improved cooperation.

2. Relations with industry and community are satisfactory.

3. Satisfaction with the coordinative role of the Colleges Commission is high.

There is lack of consensus on six items:

1. Problems of differences between colleges have been removed or significantly reduced.

2. Problems of operating funds have been minimized.

3. Problems of capital funds have been minimized.

4. Long-range planning rigidities have been removed or significantly reduced.

5. Incentives are provided for good college management at the local level.

6. Problems of program development have been removed or significantly reduced.

One problem remains unsolved in the opinion of the majority, namely the community-service dimension which is still inadequately supported. This may be the program element which gave rise to the criticism of failure to relate the cost of new programs to budgets.

In the light of these perceptions of outcomes some important conclusions can be tentatively proposed on the subject of coordination in Alberta:

1. If, as Litwak and Hylton propose, bureaucratic forms are appropriate where there is an awareness of interdependency, high standardization, and many institutions, then the apparent absence of these conditions in Alberta indicates that any changes in provincial coordination currently under consideration should not move in the direction of more agency control, unless standardization and dependency are desired.

2. The special problems of system coordination, namely loss of local initiative and lack of sensitivity to the needs of particular colleges, have not been encountered under the Colleges Commission.

3. In spite of the Commission's sympathetic understanding of the individual college's goals and aspirations, there is some dissatisfaction with community service programs. This may arise from financial

support formulae and/or from some local deficiency.

4. The exchange theory is supported by the fact that a high level of satisfaction among college leaders with the coordinative role of the Colleges Commission coexists with feelings that coordination results in greater gains than losses.

5. Only one of the benefits of coordination, as identified in this study, has clearly not been achieved by the Colleges Commission. The others have been achieved to a greater or lesser extent, in the opinion of the majority. The single failure is the high degree of dependency of the public college system on actions and decisions of the provincial government and other post-secondary institutions.

Perceptions of the past. While the information gathered in part V of the questionnaire is at best speculative due to the reluctance of some respondents to express a judgment, the collective responses do tend to support earlier impressions. This is most apparent when scores on the centralization-decentralization continuum are averaged. These averages are presented in Table 8.

Since the continuum ranged from 1 (most centralized) to 12 (most decentralized) any means falling below 6 or above 7, the mid-point scores, were interpreted as indicating bias towards centralization or decentralization of control. By this strategy the program control function is denoted as balanced in the first two phases. This is an unexpected perception since programs were primarily university parallel and as such subject to the approval of the University of Alberta. In phase III, on the other hand, which is characterized by comprehensiveness

Table 8

Average Scores on Centralization-Decentralization Continuum by Coordinative Phase and Control Area

Phase	Control area		
	Program	Fiscal	Administrative
I	7.4	11.1	11.0
II	7.0	8.3	7.0
III	3.3	2.6	4.4

of programs under the coordination of the Commission, college leaders see a greater tendency towards centralization. This could be explained by the fact that the colleges now have to deal with two agencies for program approval, namely the appropriate university committee and the Commission, even though the policy of the latter is to encourage local initiative in program development.

In the area of fiscal control the anticipated trend towards greater centralization is perceived. The private junior colleges of phase I are likely to have had more autonomy regarding financial concerns than did the public colleges in phase II, and in the current phase the disbursement of all public funds is via the Colleges Commission which also stipulates procedures for fiscal accountability.

Likewise control of administrative policies and procedures is perceived as increasingly centralized from phases I through III.

Finally, in focusing on current arrangements for coordination under a provincial agency it appears that all three aspects of control are perceived as centralized, the degree of centralization being

greatest for fiscal matters and least for administrative policies and procedures.

When the responses are examined individually the same trend towards increasing centralization from phases I through III is perceived. In the twenty-one progressions examined there were no reversals in sequence: phase III greater than phase II greater than phase I in centralization.[1]

The commonsense conclusions are that private colleges have more autonomy than public colleges, and colleges have more autonomy in the absence of a formal coordinating agency than when one exists.

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[1]See page 260.

Chapter 8

CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

A summary of conclusions organized to parallel the statement of purposes on page 1 is now presented. The writer, however, recognizes that since the intent of the study is more to describe one facet of a period of history than to answer definitive questions, care must be taken to avoid distortions by over-simplification. The reader should therefore accept this summary as complementary to any conclusions and impressions presented in preceding chapters, and should judge the evaluative comments in the light of his own interpretation of the facts.

The Development of the Alberta Public College System

The public colleges of Alberta have evolved from the private denominational junior colleges which were established during the early part of the century, and from the vocationally-oriented institutes and colleges. In order to offer university level courses the junior colleges were required, by statute, to enter into affiliation agreements with the University of Alberta. The university discharged this responsibility through its Committee on Junior Colleges which was initially a sub-committee of the Senate and later of the General Faculty Council. The primary duty of this committee was to preserve standards and protect the interests of higher education, and this was effected by quality controls imposed upon college teaching faculty, facilities,

and courses. The committee was assiduous in protecting its domain and adopted a reactionary stance rather than one of leadership.

The first public junior college was established in Lethbridge in 1957, by the initiative of several local educational leaders with the support of the press, and high ranking university officers. The then existing legislation covering public junior colleges did not allow for the joint involvement of several school boards in the support of a college, and so amendments were written into the Act to permit this.

The public junior college differed in three fundamental ways from the private junior colleges. There was no religious orientation; it was partially financed by a local property taxation on participating school districts; and it was required to offer terminal as well as transfer programs in order to receive government grants, that is, it provided a comprehensive program. However, the transfer function predominated, and was controlled by the university by the same affiliation arrangements which applied to private junior colleges.

In 1958 the Legislature provided a more comprehensive statutory base for the public colleges by the Public Junior Colleges Act, which normalized the existing situation, and led to the establishment during the sixties of four more public junior colleges. The place of the junior college in the scheme of post-secondary education had not been adequately formulated, however, and concerns were expressed over the costs of higher education, the emphasis on transfer programs in the colleges, the role of the University of Alberta, and the ambitions held by college leaders for their institutions.

In the absence of any agency to deal directly with these issues

several government-sponsored committees touched them obliquely, but by this means problems were identified only and not resolved. To provide some answers the government commissioned Dr. Andrew Stewart to do a special study in 1965.

The Stewart Report sparked an interest in a system of regionalized colleges which would rationalize and accommodate the variety of post-secondary institutions which had emerged, including the junior colleges, the rural agricultural and vocational colleges which were operated by the Department of Agriculture, and the technological institutes, operated by the Department of Education, in Edmonton and Calgary. These would be organized on a regional district basis with an emphasis on local control, and comprehensiveness of function based on local needs. Stewart also recommended a 2-2 split of the bachelor degree program with the regional college offering the first two years.

That the Stewart Report was seriously received is indicated by the development of proposed legislation on the regionalization of post-secondary education, and by the controversy which ensued.

An attempt was made to sound out the opinions of wide-ranging interest groups across the province by means of a survey and conference which were sponsored jointly by the Department of Education and the University of Alberta. This conference was held over a three-day period in 1966, and while it brought no consensus over basic issues it led directly to a decision to drop the idea of fundamental legislative changes, for the time being. Instead, amendments were proposed for the Junior Colleges Act which would establish a Provincial Board of Post-Secondary Education to provide for the immediate coordination of public

colleges, and to propose a long-term solution in the form of new legislation.

The Provincial Board was established in 1967 and its work was completed in 1969 with the passage of the Colleges Act, which brought into existence the Alberta Colleges Commission. The Provincial Board was successful in developing a cohesive public college system with a commitment to comprehensiveness of program in the provincial context. It also fostered good relations by the use of the free flow of communication with the colleges and other educational groups. The relationship of the colleges to the universities through affiliation agreements was not fundamentally altered, however, and this led to some dissatisfaction in both types of institutions regarding transfer programs. The position of the Provincial Board and the colleges was to establish a system of accredited colleges, while certain departments and faculties of the university favored the continuation of affiliation requirements. The problem was compounded by legislative provisions in the Universities Act and the Colleges Act which did not clearly assign responsibility for transfer programs to any single superordinate body.

The affiliation problem was inherited by the Colleges Commission which continued to look for a solution with little apparent success, and confusion over affiliation procedures remains today. The Commission however did maintain and further develop a growing comprehensive public college system, which now consists of six colleges with over 5,000 students. The policy of the Commission is not to establish new colleges in the immediate future but to develop those in existing centers.

This policy has implications for the agricultural and vocational

colleges, which, since the fall of 1971 with the accession of a new provincial government, have been under the control of the Department of Advanced Education. These rural colleges have traditionally provided a range of technical-vocational programs geared to the needs of rural residents, and could, without much change in philosophy, broaden their scope to that of a public college.

Early movements in this direction were hindered by the decision of the previous government to reject the recommendations of the Provincial Board of Post-Secondary Education which would have established a single post-secondary system under the control of the Colleges Commission. The Commission, however, later received and acted upon a request by the government to include all types of institutions in the development of a post-secondary education master plan. To some extent this charge overlaps with the Worth Commission's which is to study all aspects of education in Alberta, and whose report is expected in 1972.

The provincial government has indicated its interest in new structures by the creation of the Department of Advanced Education which now coordinates the work of the agricultural and vocational colleges and the technological institutes, and which may eventually assume coordinative responsibility for public colleges.

Key Decisions

Some important decision-making points have been presented in Table 7, with a brief statement of possible alternatives. The reasons for, and means of, selecting particular alternatives are complex and have been touched upon in this study, and the level of satisfaction of

certain individuals has been mentioned whenever these were revealed. No attempt is made to restate findings specifically in these areas; rather this can be done indirectly at this point of the study by reviewing the panorama of events for insights into the impact of the decisions which were taken. By the same process several propositions about educational policy-making in the Province of Alberta are suggested and tentatively proposed.

Impact. The decision of the Senate of the University of Alberta to accept the majority recommendations of a sub-committee on junior colleges and to maintain it as a standing committee to administer affiliation arrangements is one which has had lasting impact. The tradition of university control over transfer courses and programs has prevented any erosion of standards in academic areas, but has limited the ability of the private and public junior colleges to serve that group of potential students who lack normal matriculation standing but are desirous of an academic program leading to a degree.

One way in which this barrier has been overcome is by transfer arrangements with U.S. institutions. While the number of students involved may not be great, this practice represents a loss of income to Alberta colleges and universities, and leads to additional problems of articulation and professional accreditation if they return to Alberta for further university preparation or employment. The threat of such problems may result in their permanent absence from Alberta and consequent loss of educated manpower. Another unestimated loss to the province is the body of young adults who might have been induced back

to formal education by more liberal admission policies to academic programs.

The strict application of the concept of equivalence has also led to standardization of courses in public colleges rather than experimentation and innovation, whereby equal but different kinds of programs are developed.

The inability of both the Provincial Board of Post-Secondary Education and the Colleges Commission to reach agreement with the universities on affiliation has also inhibited the development of second-year programs in the public colleges. This may have had a beneficial outcome in inducing the colleges to develop technical-vocational programs to the extent that an approximately equal balance between transfer and terminal programs now exists in the system as a whole.

Had the Committee on Junior Colleges interpreted its statutory duties more liberally, as one member proposed, and acted mainly as judge of final standards and ratifier of college programs, then the desire of the colleges for accredited status might have been achieved.

Another decision within the university structure which has affected program planning in the public colleges, was the decision to retain a sub-committee of General Faculty Council for the purpose of specific college program control. The existence of this committee along side the junior college committee of the Coordinating Council has led to overlapping responsibilities, dysfunctions in affiliation procedures and a geographically illogical distribution of affiliation arrangements between provincial universities because certain college

programs "fit" better in Edmonton than they do in Calgary and vice-versa.

These problems would have been obviated or attenuated had the Coordinating Council been given sole responsibility for relationships of colleges to the provincial universities.

There is no doubt that the establishment of Lethbridge Junior College had an important impact procedurally for other communities, such as Red Deer, and configurationally since the legislation which was forthcoming had to recognize the fact of the prior existence of such a college.

While it might be argued that the initiation of a public junior college by local pressure groups resulted in hastily conceived legislation which propagated and entrenched the notion of university affiliation, it must also be acceded that governments often need some inducement to legislative action and the stimulus of the Lethbridge case may be the one major factor in Alberta's prominence in comprehensive college education in the Canadian scene today.

The Stewart Report resulted in a high degree of public awareness of problems and issues in post-secondary education which had been troubling the government and the educational institutions. These stemmed largely from the absence of any formally established agency for college coordination and planning in a period of accelerating costs and growing enrolments.

If the Stewart Report was the flame that brought the post-secondary issue to a boiling point, the Fact Finding Committee Report, Survey and Conference sponsored by the Department of Education and the

University acted to relieve the pressure. The conference was a cleverly conceived means of permitting the legitimate reaction of interest groups threatened by the proposed regional colleges, and at the same time allowed the new Deputy Minister of Education to "fly a kite" in the form of proposed legislation. Not surprisingly, consensus was not reached and the notion of regionalized centers was dropped.

Had Stewart's major recommendations been carried through by the government, as could have happened, then Alberta might have been spared some of its most pressing current problems in such areas as college-university relations, relationships between the three non-university post-secondary institutional types, regional disparities in college and university access, and lack of support for community service activities.

The politically expedient alternative to restructuring the post-secondary education system was to establish an interim agency with enough power to coordinate the safe, as yet unpatronized, public junior colleges, and with a mandate to deliberate and make recommendations on needed legislation. The Provincial Board of Post-Secondary Education was mostly successful in the former charge, and partially successful in the latter.

The Cabinet rejected three basic structural recommendations which would have established one commission for all post-secondary education including the universities, one cohesive system of post-secondary (non-university) education including the public colleges, technological institutes and agricultural and vocational colleges, and local boards of governors for each institution some of which might be multicampus in form.

There is evidence of some continuing influence of the Stewart Report in these recommendations which would have obviated the same problems, but the Cabinet was still not ready to remove existing domains of power. The Colleges Commission was given the impossible task of coordinating a three-part post-secondary (non-university) system of which it had direct authority over only one segment. The processes of recommendation and consultation with the other institutions (including the universities) produced more frustration than action.

The logic of the Provincial Board's recommendations now seems inescapable in view of such current issues as the future of the Colleges Commission and the Universities Commission, the place of the agricultural and vocational colleges in the college system, the program relationships between N.A.I.T. and Grant MacEwan College, transfer and articulation problems, and the location of new universities and how this is influenced by existing public colleges. One bright glimmer of hope for system rationalization which lies in the immediate future is the Worth Commission, whose report, together with the master plan now being prepared by the Colleges Commission, could lead to a permanent and stable ordering of the total educational system in Alberta. Unfortunately this light is dimmed by the precipitate action of the new government in creating a Department of Advanced Education, and restricting capital spending and educational research, which raises the spectre of another round of political expediency in educational decision-making.

Evaluation of Coordinative Mechanisms in Alberta

Public college presidents and board chairmen are generally satisfied with the Alberta Colleges Commission. They see as legitimate for the Commission the usual range of activities with the exception of those touching academic and non-academic personnel policies, and facilities planning. The Commission provides, in this way, an important service to both the province and the colleges.

The Commission is perceived as fair and unbiased, and generally sensitive to the individual colleges' needs. The Commission is prepared to remedy where possible, the complaints of the college leaders. Some dissatisfaction remains with the level of support of community service programs, and the colleges are not free from the interference of universities and other post-secondary institutions. There is, however, a low level of conflict within the public college system, and strong feelings of independence and individuality among its members.

Generally college presidents and chairmen feel that the benefits of coordination outweigh any disadvantages, but this alone does not justify increased coordinative action, or change in the locus of control which is perceived as centralized in program and fiscal matters, and in matters of administrative policy and procedures.

Propositions. Some propositions which are suggested by the above impressions are now offered:

1. Agencies or bodies with a primary orientation or attachment to a sub-group, charged with decision-making for a wider system, will reach decisions which favor the protection of the sub-group.

2. Policies developed to meet restricted situations are more likely to be applied to new expanded situations, than to be changed.

3. New institutions emerge and develop more as a response to parochial than to state level leadership.

4. The establishment of fact-finding or advisory groups is a legitimate way to avoid politically threatening decisions.

5. Voluntary coordination of a college system succeeds only in those decision areas which enhance the coordinated member's status, or contribute to its specific aspirations.

6. An agency empowered to control a specific aspect of system can do so without engendering hostility on the part of the coordinated members.

7. State level coordination can be effected without loss of local sensitivity.

8. Coordination succeeds best in decision areas permitting the exercise of influence backed by statutory authority.

9. Influence and consultation in the absence of subordinate/superior authority relations seldom results in functional agreements.

10. Voluntary acceptance of coordinative arrangements becomes harder to achieve when the parties to the arrangement are separated by intermediaries.

11. There is a natural inertia within coordinating or controlling agencies which leads to evolution of form rather than sudden restructuring.

12. When a sudden restructuring of state level coordination takes place it is likely to occur simultaneously with changes in the

political structure of the state or province.

RECOMMENDATIONS

The following recommendations appear to be justified by this study:

1. The Alberta Colleges Commission has demonstrated its ability to fulfill its duties given the necessary power. The Commission should not be replaced unless a better alternative is clearly available.

2. The Government of Alberta, through the Department of Advanced Education, should take an active interest in removing affiliation and transfer problems between the public colleges and universities.

3. Further steps should be taken to unify the post-secondary education system either by implementing permissive legislation for the inclusion of other institutions in the public college system, or by the creation of new provincial structures for the coordination of all higher education.

4. Any changes in provincial coordination should not result in a shift towards centralization of the balance of control which currently exists with respect to public colleges.

5. More money should be channeled into community service programs.

6. No changes should be effected before the Worth Commission Report is available.

7. Structural changes, if any, should be devised for more effective and efficient post-secondary educational service, and not for political gain.

8. More research is needed to explore:

   (a) the perceptions of coordination held by college administrators and faculty members;

   (b) perceptions and mutual expectations held by commission staff, commission members, and college trustees;

   (c) selection, composition, characteristics and influence of commission members and trustees;

   (d) interprovincial comparisons of coordination mechanisms for improved models;

   (e) the relationship between coordination and planning and responsibilities therof in post-secondary education.

9. The propositions made above should be subjected to study by means of literature reviews and analyses.

10. Other historical descriptions of this same period are justified in order to provide a different perspective.

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APPENDIX

APPENDIX A

DOCUMENTS RELATING TO THE ESTABLISHMENT OF A PROVINCIAL COORDINATING AGENCY

POST-SECONDARY AND CONTINUING EDUCATION CONFERENCE

PROGRAMME

Monday, November 28th

9:00 a.m. - Registration

9:30 a.m. - "An Act Respecting Post-Secondary Education Regions
G. L. Mowat

11:00 a.m.- Vocational Plans of Alberta Youth
D. C. Fair

2:00 p.m.- Career Decisions of Canadian Youth
R. Breton

3:30 p.m.- Manpower Needs of a Technical Society
E. J. Hanson

Tuesday, November 29th

9:00 a.m.- An Assessment of Opportunities in Post-Secondary and Continuing Education in Alberta
J. C. Jonason
M. Stewart
W. A. S. Smith
R. Warren

2:00 p.m.- Implications and Issues
Study Group Discussion

Wednesday, November 30th

9:00 a.m.- Opportunities in Post-Secondary and Continuing Education in Alberta--A Synthesis of Conference Views
T. M. Penelhum

9:30 a.m.- Goals and Policies for Post-Secondary and Continuing Education
Bill J. Priest
Paul H. Sheats
Andrew Stewart

2:00 p.m.- Post-Secondary and Continuing Education--The Shape of Future Legislation
G. L. Mowat
Mrs. Catherine Andrews
Peter Bargen
S. C. T. Clarke
Mrs. W. Hansen
T. M. Penelhum

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Advisory Committee to the Conference

Dr. T. C. Byrne, Deputy Minister of Education, Department of Education

Mr. Duncan Campbell, Director of Extension, University of Alberta.

Dr. E. J. M. Church, Director of Special Services, Department of Education.

Mrs. M. Green, Alberta Federation of Home and School Associations Inc.

Mr. S. G. Maertz, Alberta School Trustees' Association

Mr. J. P. Mitchell, Department of Education

Dr. R. E. Rees, Chief Superintendent of Schools, Department of Education.

Dr. J. E. Seger, Department of Educational Administration, University of Alberta.

Mr. F. J. C. Seymour, Alberta Teachers' Association.

Dr. W. H. Swift, Chairman of the Universities Commission.

Conference Chairmen

Dr. T. C. Byrne, Deputy Minister of Education, Department of Education.

Duncan Campbell, Director of Extension, University of Alberta.

POST-SECONDARY AND CONTINUING EDUCATION CONFERENCE

November 28-30, 1966

Lister Hall, University of Alberta

SUMMARY OF REPRESENTATION

Alberta School Trustees' Association:	30 delegates
Alberta Federation of Home & School Ass'ns Inc.:	9
Alberta Education Council	10
Alberta Teachers Association:	21
Alberta Association of Registered Nurses:	1
University of Alberta:	6
University of Calgary:	5
Provincial Department of Education:	21
Members of the Legislative Assembly:	4
Universities Commission:	2
Edmonton Separate School Board:	4
Lethbridge Junior College:	3
Medicine Hat Junior College:	3
Red Deer Junior College:	3
Mount Royal Junior College:	3
Grande Prairie Junior College:	3
Camrose Lutheran College:	1
Alberta College:	1
Association of Canadian Commercial Colleges:	2
Christian Training Institute:	2
Agricultural and Vocational Colleges Branch:	3

Association of Private Schools and Colleges:	1 delegate
College St. Jean:	3
Urban School Superintendents' Association:	3
Mount Royal Faculty Association:	1
County of Wheatland No. 16 Strathmore:	1
Northern Alberta Institute of Technology:	3

CONFERENCE ON POST-SECONDARY AND CONTINUING EDUCATION

Analysis of Questionnaires re Proposed Legislation.

Forty-two questionnaire forms were returned. Of these, several responses were in general terms rather than in reference to the items specified on the form. Not all sections were completed by all those who returned the questionnaire.

General Summary

In general, the respondents indicated a preference for local representation and control, consideration of local needs in establishing programs, and decision-making at the local level. For the most part, the document received the support of those who responded, although there were many qualifications, queries, and suggestions.

1. Dividing the Province into regions -- supported.
2. Establishment of Regional Boards, mostly elected -- supported.
3. Student admission requirements not to exceed a High School Diploma -- supported.
4. Comprehensive curricula - full range of programs - supported.
5. Funds secured from different sources, mostly government - supported.
6. Staff certification requirements - mixed response. Most favored non-certification requirement.
7. Creation of a Provincial Board - supported.

Details on Sections of Act

A. Regions:

3. The Province shall be divided into such numbers of regions for the purpose of providing post-secondary education as the Lieutenant Governor in Council may determine and every part of the province shall be included in a region.

4. The Minister by Order shall indicate the boundaries of each region and give to each region a number and a name.

.....

a) The majority of respondents to this question supported the proposal that the Province be divided into a number of regions for the purpose stated; opposition was negligible.

b) Most of those who answered felt that decisions respecting location of boundaries should be made at the governmental level; very few suggested that decisions should be made at the local level.

c) Several respondents felt that there should be consultation and local involvement before the final determination of regional boundaries. There was some feeling that local wishes should be respected and also that local political pressures should be avoided. Some replies were linked to matters of financing and representation.

d) A number of replies indicated a desire for studies of needs, collection of data, and the establishment of criteria.

e) There were suggestions that boundaries should be determined on other than geographical bases, e.g., population,

facilities, urban-rural, Catholic.

f) Interest was evidenced in provision for alteration of boundaries. It was suggested that there should be provision to alter boundaries to meet emerging needs of education and changing conditions. It was suggested that the Act should specify reasons for alteration of boundaries and that there should be consideration of local opinion and local option.

g) Several replies suggested that regions should be classified by name rather than by number.

h) Miscellaneous suggestions included:

Colleges should be located in large central towns rather than in cities.

Students should be able to cross regional boundaries.

Exploratory regions should be set up and tried out before legislation is passed.

There should be no more than eight regions.

Use should be made of the Co-terminous Boundaries Commission in the study of boundaries.

To avoid confusion, the boundaries should be co-terminous with existing school boundaries.

The Act should read "Regional Board" rather than "Regional College Board".

The Act should read "College District No. ---" rather than "College No. ---".

B. Regional Boards.

7. Establishment of Regional Board (5-11 members).

Respondents strongly supported the establishment of a Regional Board. One suggestion recommended that the maximum number of trustees should be 9.

8. The majority of members elected - the remainder appointed.

(a) This question elicited the most diverse comment.

(b) Most respondents were in favor of a board composed of a majority of elected members.

(c) Some were undecided; some questioned appointed members; others favored totally elected members; while still others felt that the majority should be appointed.

(d) Concern was expressed about representation and responsibility to the electorate. It was felt by some that representation could only be assured by appointment. It was also suggested that local school boards might appoint representatives.

(e) A number of respondents expressed the opinion that appointed members might be better qualified, more knowledgeable, more efficient, and less subject to local political pressures and biased interests.

(f) Other suggestions: Establish individual college boards. Inclusion of representatives of other institutions by way of appointment.

Assure reasonable autonomy and wide responsibility.

12. Board responsibility for post secondary education.

Strongly supported.

One respondent felt that the Board was given much responsibility with little authority for action.

13. Board to undertake study of post secondary educational needs.

Strongly supported.

It was suggested that such study should be undertaken by an outside agency.

14. Board responsibility for meeting educational needs.

Strongly supported.

Some opposition was expressed to need of approval of Provincial Board to meet educational needs of region.

15. Board may establish and operate Regional College.

Strongly supported.

25. Replacement of Board Member.

Strongly supported.

General Comments on Regional Boards

In summary, this section received strong support in general, with majority opinion in favor of locally elected members outnumbering appointed members on the Board. The degree of control exercised by the Provincial Board was questioned. It was felt that there should be provision for appeal to the Minister.

The extent of the responsibility of the Board for the post secondary education of all students was queried;

this was in reference to the opportunities provided by other educational institutions.

Some opinions were linked to matters of financial support.

A suggestion was made that all matters contained in this section be left to the framers of the legislation.

C. Students

13. Study of post secondary educational needs.

Strongly supported.

34. Entrance requirements for admission shall not exceed a High School Diploma or its equivalent.

(a) In general this provision received strong endorsation.

(b) It was felt by several that entrance requirements should not be specified in the Act. Rigidity should be avoided. Decisions respecting admission should be left to the individual Boards and Colleges.

(c) Many respondents thought that the entrance requirements were too restrictive and favored a more open-door policy. They were of the opinion that provisions should be made to accommodate those with less than diploma standing. Entry should be broadly based and extend up and down from diploma standing.

(d) It was suggested that there should be different admission standards for different programs, there should be a large element of flexibility, and that

requirements should be geared to programs.

(e) There was seen to be a need for a strong counselling program to ensure that students were fitted into appropriate programs.

(f) Miscellaneous comments:

Need for articulation with high schools.

Control entry and maintain prerequisites for specific programs.

Establish an advisory committee for each program.

Set age limit for entry so as not to interfere with the high school program.

Specify standards of entry.

Open door policy for adults over 21.

There was some confusion about admissibility of matriculants.

Should continue to offer first year arts and science courses.

Longer periods of time should be provided for non-matriculants who plan to enter university.

Will this policy tend to lead students into the prestige transfer program?

Will maximum requirements become minimum requirements?

In general, respondents favored an open-door admission policy, broadly based and flexible, with decisions concerning entrance requirements left to the individual colleges.

E. Programs

32, 35, 36, 37, 38, 39, 40, 41, 43, 44

(a) In general there was strong support expressed for all types of programs suggested.

(b) It was felt by some that programs should not be specified or restricted by legislation.

(c) Many respondents expressed the opinion that programs should be based upon local needs and left to the discretion of the Boards.

(d) A need was seen for careful planning by many people.

(e) Some respondents felt that the suggestions contained in the document were too restrictive.

(f) While there was support expressed for the transfer function, several people felt that the main emphasis should be placed on other types of programs.

(g) Miscellaneous comments:

A need was seen for articulation with business, industry, high schools, universities and institutes of technology.

Programs should very between regions.

Programs should lead to a certificate or diploma.

Accreditation is preferred to affiliation.

Programs should not be offered in professional areas.

There should be a minimum age limit to entry to protect high schools and exclude drop-outs.

Faith should be placed in the responsibility of the colleges to maintain standards and prepare students for further education.

Programs should be comprehensive and integrated.

Colleges should establish their own identity.

Emphasis should be on total offerings.

All post secondary education should be under one authority.

There should be provision for experimentation.

Courses should include religion and philosophy.

Consider middle management area as program of study.

Some confusion was apparent regarding the relationship of college programs to high school programs and university work; this produced questions about the length of the college program and the point of entry into the university.

There was a question about the demand for general courses.

It was suggested that the term "terminal" be deleted and the term "adult" be defined.

The tendency to escalate standards should be avoided.

In summary, respondents supported broad, comprehensive programs, based on local need, determined by the Boards.

F. Finance

48. The revenue for a college shall be derived from federal and provincial funds, gifts, tuition fees, and requisition on the districts.

(a) The proposal as stated was accepted by a number of people.

(b) Many of the respondents felt that the main source of revenue should be provincial and federal governments. Opposition was expressed, in many cases, to local requisition.

(c) A number of people tied the principle of local taxation to local election of membership to the regional board.

(d) Some expressed the opinion that tuition fees should be charged, others thought that fees should be low while still others opposed charging fees. ~~should be low while still others opposed charging fees~~.

(e) It was felt by some that the wording of 48 (a) was indefinite.

(f) The suggestion was made that the regional board be given the right to requisition funds if so desired.

G. Staffing

55. (Certificated and non-certificated).

(a) It was suggested that this section should not be included in the legislation.

(b) A few respondents favored certification for all instructors.

(c) There was considerable support expressed for the provision of both certificated and non-certificated teachers.

(d) The largest expressed opinion opposed the requirement of certification.

(e) Most of those who commented either opposed membership in the A.T.A. or felt that it should be voluntary.

(f) Miscellaneous comments:

The college staff should establish its own association, establish its own identity, set up its own certification pattern, and be its own bargaining agent.

A number of respondents emphasized the importance of the teaching function in the colleges and suggested some type of teaching preparation program.

Fears were expressed that the recognition of two types of teachers would cause divisions in the staff and administrative problems.

The difficulty of securing staff was seen to be a problem by some. It was felt that shortages of staff would not permit insistence upon certification requirements.

It was suggested that the requirement of certification of all teachers would establish the high school image in the colleges.

H. Provincial Board of Post-Secondary Education

(45, 46, 47 Appointed by the Government, chairman responsible to the Deputy Minister of Education.)

(a) This proposal received strong support. The Board was viewed as a necessary and important body, to co-ordinate activities and to avoid duplication.

(b) A number of respondents felt that the Board should be responsible to the Minister of Education.

(c) Considerable interest was shown in Board membership. It was suggested that there should be:
Regional Board representation.
Representatives of regional interests.
Representatives of educational groups.
Representatives other than "educational experts".
Chairman appointed by the Board.

(d) Some respondents thought that the Board should be advisory only and not regulatory. There was a feeling expressed that Sections 14 and 15 were in contradiction with the advisory function and placed too much authority in the hands of the Board.

(e) The necessity of establishing a Provincial Board was questioned by a few people. It was felt that there might be interference with the Regional Board's attempt to meet local needs.

(f) Relationship to the Universities Commission received some consideration. It was suggested that:

there should be co-ordination between the two bodies.

there should be only one co-ordinating body.

that the Universities Commission be the senior body.

(g) Affiliation - seen to be contentious. Responsibility of the region. Institutes of Technology - do they come under the Provincial Board?

Other Comments Not Directly Related to Sections

(a) The Conference was variously described as historic, meaningful, useful, fruitful, interesting, excellent, powerful in promoting the American comprehensive college concept, as well as tedious and unproductive.

(b) Congratulations were extended to those responsible for the conference by a number of people.

(c) It was suggested that a future conference or meeting be held to present alternatives, to learn of experiences elsewhere, and to debate fundamental issues.

(d) It was proposed by a number of people that steps be taken to enact the legislation at an early date. The opinion was also expressed that there is presently too much confusion to proceed at this time; objectives should be defined first. It was also felt there is no apparent need for new institutions at this time; faith was expressed in existing institutions.

(e) Some respondents felt that too much emphasis was placed on the university transfer program. Others thought that the university role and the transfer program were downgraded and that the discussion was slanted toward the American comprehensive college concept.

(f) Miscellaneous comments:

Establish a Junior College Retirement Fund.

Establish a Provincial Junior College Faculty Association.

Revise University entry requirements.

Delete all administrivia, rules, and regulations from the Act.

Regional Colleges must establish their own identity, but must establish adequate articulation with other institutions.

Incorporate private colleges, Agricultural Colleges and Vocational Colleges into the total plan.

Define both faculty and students as legal entities in the Act.

Emphasize the place of General Education and Religious Education in the program and establish a Provincial Curriculum Committee for the Colleges.

Accept Diploma students into the Colleges.

University Faculties of Education should play an important role in future developments.

Is the demand for post-secondary education over-estimated?

How can potential students be motivated to desire further education?

Will admission requirements exclude those with higher requirements than indicated in the proposal?

RECOMMENDATIONS OF THE PROVINCIAL BOARD OF POST-SECONDARY EDUCATION TO THE MINISTER OF EDUCATION AND STATEMENTS OF CABINET REACTIONS

The Provincial Board of Post-Secondary Education, having examined the present provisions for post-secondary education in Alberta, notes the following:

1. Post-secondary education is provided mainly by four public systems: the universities, the public junior colleges, the institutes of technology and the agricultural and vocational colleges.

2. Needs and demands for post-secondary education are increasing rapidly. Two groups of clientele require services:
(a) those who are qualified and who wish to attend universities;
(b) those who are admissable to institutes of technology, agricultural and vocational colleges, junior colleges, and other public educational facilities of similar purpose, excepting the public schools.

The Board's view, arising from these observations, is that post-secondary education should be thought of as encompassing programs offered in all institutions stipulated above.

The conviction developed among Board members, consequently, that the whole post-secondary system should be thought of as consisting of two parts: a university system and a college system. The Board noted, however, that provisions had already been made for coordination of the university system and decided, consequently, to restrict its deliberations to institutions other than universities, i.e. to institutions which, collectively, might comprise a college system.

For the purposes of definition, a college is thought of as being an institution designed primarily to serve persons who cannot, need not, or do not wish to attend universities (with the exception of those in university transfer programs) and who normally cannot be expected to return to public high schools.

At the moment, at least three public college systems exist in Alberta - the public junior colleges, the institutes of technology, and the agricultural and vocational colleges (10 centers in all). They serve in large part similar clientele, as described above. Yet the three systems operate without benefit of an overall plan and with little if any coordination. Their operations present marked variations in entrance requirements, form of school year, length of term and level of fees. They are financed differently and administered by different agencies.

The Provincial Board has reached the conclusion that in view of the complexity of college education, its high cost, and the anticipated great demand for it, the major need is for one integrated public college system.

Proposals 1 and 2, below, are presented in order to express the Board's views that one college system should be shaped from the existing three systems to serve, in large part, specified groups of provincial population.

PROPOSAL 1: That institutes of technology, agricultural and vocational colleges, junior colleges, and other public institutions which serve similar post-secondary clientele be looked upon as being parts of one provincial college system.

This proposal indicates that the three systems mentioned should be merged into one college system. Regardless of the names of the various institutions, they would be known as members of a provincial college system.

CABINET REACTION: Institutes of technology, agricultural and vocational colleges, public junior colleges, and other public institutions serving similar purposes will be viewed as parts of one provincial college system.

PROPOSAL 2: That normally colleges should be designed to serve persons who possess a high school diploma or its equivalent OR who are adults by definition (ordinarily 18 years of age or older).

This proposal tends to establish primary purposes of colleges in terms of persons who should be admissable to colleges. The suggested "normal" entrance requirements would potentially provide for:

a) the admission of persons, of any age, who have achieved at least an Alberta High School Diploma or its equivalent;

b) the admission of any person defined as being adult (minimum age: 18 years tentatively suggested) who has achieved less than an Alberta High School Diploma;

c) the admission of other persons (the word "normally" implies flexibility) such as senior high school students from smaller high school centers who might profit from at least one year of work, for high school credit, in a college where specialized options could be available. Thus, present trends of this nature could continue, perhaps through increasingly systemmatic arrangements between public school and college authorities.

CABINET REACTION: Provincial colleges will serve the broadest possible scope of clientele, including persons with high school diplomas or equivalent, and other persons of lower educational attainment.

The foregoing Proposals represent goals to be attained by redesign of the college systems. The chief requirement in this regard is to cause all college-type institutions to be brought within a common framework of provisions for their coordination, control and direct administration.

The Provincial Board considered various structures which would satisfy this requirement and, having judged one to be superior to others, submits further proposals which would :

1) provide a college system administratively independent of the public school system (Proposal 3)

2) eliminate the use of property taxation in direct support of any part of the college system (Proposal 4)

3) establish a body to coordinate the provincial college system (Proposal 5)

4) create governing boards for the institutes of technology and the agricultural and vocational colleges, as well as public junior colleges (Proposal 6)

5) provide that a board, as in Proposal 6, above, might have jurisdiction over more than one campus (Proposal 7)

PROPOSAL 3: That the administration of the college system be completely distinct and separate from that of the public school system.

On the basis of appraisals stated or implied throughout this report, the Provincial Board proposes an administrative structure for colleges which is independent of public school structure.

CABINET REACTION: The administration of provincial colleges will be completely distinct and separate from that of the public school system.

PROPOSAL 4: That college boards do not have access to property taxes as a source of revenue.

The concept of one college system as proposed in this report dictates that existing college-type institutions (institutes of technology, agricultural and vocational colleges, and public junior colleges) should have similar structural characteristics, in major respects, within the system. At present, only public junior colleges are reliant upon property taxation for portions of their revenues. This feature of present operations, supported by other considerations not

treated herein, causes the Provincial Board to offer this Proposal.

CABINET REACTION: Provincial colleges will not have access to property taxes as a source of revenue.

PROPOSAL 5: That a Provincial Colleges Commission be established to replace the Provincial Board of Post-Secondary Education, and that it be given statutory powers to undertake appropriate functions in relation to the college system.

Administrative policy and regulation applying within an institution should be separated from policy and regulation designed for a whole college system. It is believed by the Provincial Board, therefore, that greater effectiveness of operations can result from separate provisions for the internal government of an institution (Proposal 6) and for the overall government of the system (Proposal 5).

The Provincial Colleges Commission should be given statutory powers of sufficient scope to enable it to coordinate the operations and growth of the college system.

The distinction of the proposed Provincial Colleges Commission from the Universities Commission may tend to result in less effectiveness of operation in matters of common concern. It is assumed, however, that the two bodies would cooperate with each other suitably. The possibility should not be abandoned, moreover, that eventually there might be a fusion of the two bodies.

The Provincial Colleges Commission should report to the Provincial Government through the Minister of Education. Its general relationship to the provincial government should be essentially the same as that applying to the Universities Commission.

CABINET REACTION: A Provincial Colleges Commission will be established to replace the Provincial Board of Post-Secondary Education, and it will be given statutory powers to coordinate and control the provincial college system.

PROPOSAL 6: That the five public junior colleges, the three agricultural colleges and the two institutes of technology all be placed under the direct administrative control of boards of governors.

Reasons for the Board's preference for this proposal are :

1) Philosophically, a measure of decentralization or sharing of responsibilities for public education is desirable.

2) Administratively, policies, regulations and masses of decisions which govern the daily operation of an institution can be most suitably made close to the scene of operation. Clear communication between an executive

staff and a policy-making body, and ease of adjusting to new circumstances are enhanced by provision of college boards.

CABINET REACTION: Public junior colleges will be placed under the direct administrative control of boards appointed by the Lieutenant Governor-in-Council, but for the time being institutes of technology and agricultural and vocational colleges will continue to be under the Department of Education and the Department of Agriculture, respectively, for purposes of their direct administration. Institutes of technology and agricultural and vocational colleges will be coordinated with the college system as a whole in keeping with the recommendation of the Provincial Colleges Commission to the Ministers responsible for their administration.

In summary, Proposals 5 and 6 are intended to provide for three desirable features of administrative structure for the public college system :

1) The placement of the direct management of individual institutions with the institutions, and its separation from the coordination and regulation of the college system as a whole.

2) The establishment of one body with extensive powers, outside of government structure and with its own staff, to coordinate and regulate the college system as a whole.

3) The provision of a direct line of communication between the coordinating, regulating body (2, above) and the provincial government, through the Minister of Education.

PROPOSAL 7: That provisions be made that a board of governors might have jurisdiction over more than one campus.

This proposal is based on the Board's belief that a college may consist of a cluster of complementary facilities located in a common area, in which the operations on various sites are not independent of each other. The provision of one governing board for two college campuses in a large urban area, for example, would facilitate a measure of "local" coordination in planning and operation which would otherwise become the responsibility of a provincial agency.

CABINET REACTION: Provisions will be made to enable a college board to have jurisdiction over more than one campus.

FURTHER PLANNING:

The Board's intent is to develop detail related to its proposals, as approved, in the manner required to prepare enabling legislation for the 1969 session of the legislature. Enabling legislation should make provisions for a transition period during which the necessary changeover may be accomplished. The first essential action to be taken under new legislation will be to establish the Provincial Colleges Commission which will assume responsibility for implementing other features of change as circumstances permit. Pending the establishment of the Commission, the Provincial Board of Post-Secondary Education, in its relationship with public junior colleges, will take cognizance of impending change.

APPENDIX B

DOCUMENTS RELATING TO AFFILIATION AGREEMENTS

AFFILIATIONS BETWEEN COLLEGES AND UNIVERSITIES IN ALBERTA

PART A: INTRODUCTION

1. This document consolidates various statements which have been approved during 1968 and 1969. It contains also additional sections in an endeavour to provide a document on which future action will be based.

2. The terminology used assumes that the legislation affecting colleges as proposed by the Board of Post-Secondary Education will be passed.

3. The document provides for affiliation of public and private colleges.

6. Affiliation Procedures

Granting the assumptions, as above, the following procedures will apply:

6.1 An application regarding affiliation from a public junior college would be directed in the first instance to the Colleges Commission. This application might refer to a new affiliation, a change in the program offered under the current agreement or a renewal of affiliation. The Board would forward the application to the Coordinating Council.

6.2 An affiliation agreement will be made eventually between a College and a University because of the existing legislation.

6.3 An affiliation agreement between a University and a College will be continuous but will be reviewed as required.

6.4 A University, the Coordinating Council, a College or the Colleges Commission may apply for review of an existing affiliation.

6.5 Where there is an application for affiliation, a renewal of affiliation, or a review of an existing affiliation, an evaluation committee will be established representative of the Coordinating Council, the University concerned and the Commission. The evaluation committee would visit the college and hold such discussions as may be necessary before submitting a report. After consultation and agreement between the Council and the Commission a recommendation would be submitted to the University.

7. Standards for Affiliation

At the time of application for affiliation, and thereafter in order to remain in good standing, a College must undertake to satisfy three conditions which represent minimum standards for affiliation.

THE PROPOSALS SET OUT BELOW RELATE ONLY TO COURSES OFFERED UP TO THE END OF THE FIRST UNIVERSITY YEAR. All applications to offer second year courses should be directed to the Coordinating Council through the appropriate channels, there to be treated as special cases in accordance with conditions and criteria to be established.

7.1 An instructor appointed to teach university transfer courses, whether full time or part-time, shall have at least a master's degree or its equivalent with appropriate content and specialization for the course he is teaching.

7.2 The College shall provide adequate instructional resources and facilities particularly in relation to such matters as laboratories, library, etc., and shall establish policies dealing with academic appointments, academic freedom and tenure and student affairs.

7.3 A student seeking admission to a University with transfer of credits as a result of courses taken at a College shall possess an Alberta university matriculation or its equivalent for the faculty or school to which he seeks admission. Equivalence should be established initially by discussion between the Coordinating Council and the Colleges Commission.

8. Inherent Understandings

The following understandings are explicit or implicit:

8.1 The main concern of the University is that students transferring to its second year courses have the necessary educational background and have acquired the knowledge and skills to cope satisfactorily with courses they undertake in the University.

8.2 The high-school-equivalent component of combined, deficiency and preparatory programs offered in colleges require a relationship between colleges and the Department of Education only.

8.3 A College affiliated with a provincial university will be regarded as an approved College by all other Universities, and a student from any such approved College will be eligible to apply for admission to any Alberta University.

8.4 The receiving Faculty or Department will have the responsibility of evaluating the student's program and making judgments as to the appropriate place of the student in his University program. In this respect, however, first year courses in the College need not be identical with the first year courses required in that University. Judgment should be made on the general level of skills and knowledge acquired and the ability of the student to cope with further University study. Evidence for such judgments should be accumulated on the performance of students in the University.

8.5 Once an affiliation agreement has been established responsibility for appointment of staff, development of courses, examinations, etc., will be left to the affiliated College, unless an evaluation committee specifies temporary restrictions based on circumstances found in the course of its investigation. While exercising its own professional judgment with respect to curriculum, teaching methods and examinations the College will have to keep in mind the

requirements its students will have to meet for successful transfer to a University or Universities.

9. Operational Procedures

The procedures set out below will form a guide to procedures that will be followed in processing applications.

9.1(a) Existing affiliation agreements and future agreements between Colleges and Universities will be continuous until the Colleges Commission and the Coordinating Council initiate review procedures.

9.1(b) Quite apart from reviews resulting from applications as specified below, the Coordinating Council and the Colleges Commission will establish a schedule of periodic reviews of all affiliation agreements.

9.2(a) Affiliation agreements to offer first year University programs will be in accordance with the conditions agreed upon and set forth in earlier sections of this Part.

9.2(b) Agreements to offer first year University programs will be in general in terms of a particular program with the range of courses specified. The timing and details of a particular approved course will be the responsibility of the College.

9.2(c) Applications to offer second year University courses should be made in accordance with the procedures set out below. However, the criteria used to determine an application may differ from that used for first year courses.

9.2(d) With respect to College courses offered as equivalent to those normally accepted for matriculation (see Sections 7.3 and 8.2) it will be the responsibility of a College through the Commission to advise the Coordinating Council of those courses proposed for this category.

9.3(a) When a College applies for affiliation or change of affiliation the application will be forwarded to the Colleges Commission and will set out such information as may be required by the Commission.

9.3(b) The Commission will forward an approved application to the Coordinating Council.

9.4(a) The Coordinating Council and the Colleges Commission will establish a committee to review the application and to recommend thereon.

9.4(b) The composition of the evaluation committee will be determined by the Council and the Commission on the basis of the nature of the application and will consist of members nominated by the Council and the Commission.

9.4(c) The evaluation committee will submit a written report to the Council and the Commission.

9.4(d) Since at the present time an agreement must be signed with a University a recommendation for a proposed affiliation will be forwarded to that University and notification of the agreement will be forwarded to all other Universities.

9.5 In connection with Section 8, paragraphs 8.4 and 8.5, of this document it is in the interest of the Colleges and of review procedures to follow up the performances of students in the receiving Universities. The Colleges, therefore, shoud initiate procedures to maintain records of their students' achievements and the Universities would be requested to supply the necessary information so that this can be done.

PART C: AFFILIATION OF PRIVATE COLLEGES

10. 1. All the principles, conditions and criteria set forth in sections 1-8 of this document apply also to affiliations between private Colleges and Universities except that where reference is made to the Colleges Commission different procedures will be required since the Commission is concerned in the main with public Colleges.

2. Operational procedures to be followed with respect to private Colleges are set out in section 11.

11. Operational Procedures

11.1(a) Existing affiliation agreements and future agreements between Colleges and Universities will be continuous until the Coordinating Council initiates review procedures.

11.1(b) Quite apart from reviews resulting from applications as specified below, the Coordinating Council will establish a schedule of periodic reviews of all affiliation agreements.

11.2(a) Affiliation agreements to offer first year University programs will be in accordance with the conditions agreed upon and set forth above.

11.2(b) Agreements to offer first year University programs will be in general in terms of a particular program with the range of courses specified. The timing and details of a particular approved course will be the responsibility of the College.

11.2(c) Applications to offer second year University courses should be made in accordance with the procedures set out below. However, the criteria used to determine an application may differ from that used for first year courses.

11.2(d) With respect to College courses offered as equivalent to those normally accepted for matriculation (see Section 7.3) it will be the responsibility of a College to advise the Coordinating Council of those courses proposed for this category.

11.3 When a College applies for affiliation or change of affiliation the application will be forwarded to the Coordinating Council and will set out such information as may be required by the Council.

11.4(a) The Coordinating Council will establish a committee to review the application and to recommend thereon.

11.4(b) The composition of the evaluation committee will be determined by the Council on the basis of the nature of the application. The committee will consist of members nominated by the Council and will include representatives of the University with whom the affiliation agreement will be made.

11.4(c) The evaluation committee will submit a written report to the Council.

11.4(d) Since at the present time an agreement must be signed with a University a recommendation for a proposed affiliation will be forwarded to that University and notification of the affiliation will be forwarded to all other Universities.

11.5(a) In connection with Section 8, paragraphs 8.4 and 8.5 of this document it is in the interest of the Colleges and of review procedures to follow up the performances of students in the receiving Universities. The Colleges, therefore, should initiate procedures to maintain records of their students' achievements and the Universities would be requested to supply the necessary information so that this can be done.

February 18, 1969.

REPORT TO ADVISORY COMMITTEE ON AFFILIATION OF COLLEGES WITH UNIVERSITIES

PROBLEM

Several months ago, the Director of Instructional Services in agreement with members of the Commonalities Committee indicated he would attempt to clarify the status of the affiliation document prepared jointly by Drs. Mowat and Neal, and accepted by the Universities Coordinating Council and the Alberta Colleges Commission. Since the agreement assumes that existing affiliations at the first year level will continue to remain in effect until one group or the other terminates them, the problem does not lie immediately at the first year level, but rather at the level of second year affiliation. Furthermore, this document is not clear as to the procedures or methods to be followed in establishing an affiliation arrangement at the second year level.

ACTION

As a result of this uncertainty, the universities have proceeded to establish a variety of hierarchies and procedures to examine colleges for approval of second year courses. The example below will indicate some of the confusion which ensued.

Example: The Red Deer Situation

Red Deer College made application jointly to the Universities Coordinating Council and to General Faculties Council. This resulted in the following seven committees having to give approval to the Red Deer request:

1. Universities Coordinating Council.
2. Junior Colleges Committee.
3. Ad Hoc Committee.
4. General Faculties Council.
5. Executive Council.
6. Junior Colleges Committee.
7. Ad Hoc Committee.

This approval had to be granted after all University Department Heads had given special approval on faculty, and in some cases texts, curriculum guides, and examinations.

Besides the above confusion, we became aware of the fact that at least two if not three groups at the University were drafting separate affiliation agreements.

The Ad Hoc Committee of the Coordinating Council of which I was a member, after visiting the Red Deer College, recommended without any reservation that the second year program for Red Deer be approved. But it went further to recommend to the Coordinating Council that affiliation procedures be clarified and that the process be shortened.

Then since it became evident that the Red Deer request which would receive approval from the Universities Coordinating Council and its two sub-committees, but not from General Faculties Council and its three sub-committees (at least until they had visited the college for the same reasons as the other committee), Dr. Kolesar contacted the Coordinating Council and requested permission to appear at their next meeting.

The Medicine Hat case was similar to the Red Deer case in most respects and therefore will not be discussed here.

Meeting with Coordinating Council

On April 28, Dr. Kolesar and I met with the Universities Coordinating Council to discuss affiliation problems. We requested that approval be given to the Medicine Hat and Red Deer Colleges to offer second year of the university transfer program. Out of this request arose a good deal of discussion on the problems presented within this report. We were informed by the Chairman Dr. Carrothers, that while it was too late to assist in the Red Deer request, every effort would be made to combine members of the two major committees in the Medicine Hat evaluation. I was also a member of this committee. However, when I inquired as to the joint membership of the committee upon my arrival in Medicine Hat, the members indicated that they were not aware of it, and assumed they were representatives of the Coordinating Council only. Nevertheless, the evaluation took place

and a recommendation should be forthcoming shortly on the Medicine Hat situation.

THE FUTURE

While to say that things have not gone well might be recorded as the understatement of the year, we do see a glimmer of hope on the horizon. We say this for several reasons. First, we are confident that Red Deer's request will be approved for September, 1970 and that approval will be given to Medicine Hat if not in 1970 then in 1971. But we also have an indication that the Coordinating Council will meet with us in the near future to establish shorter and more reasonable procedures for affiliation. We were given this assurance by the Chairman of the Coordinating Council when Dr. Kolesar and I met with that group in April. If the Coordinating Council does not initiate action sooner, we will attempt to begin discussions early in the fall of this year.

APPENDIX C

QUESTIONNAIRE TO COLLEGE PRESIDENTS AND BOARD CHAIRMEN

THE COLLEGE ADMINISTRATION PROJECT

SPONSORED BY

THE W. K. KELLOGG FOUNDATION

FACULTY OF EDUCATION
DEPARTMENT OF EDUCATIONAL ADMINISTRATION

THE UNIVERSITY OF ALBERTA
EDMONTON 7, CANADA

December 22, 1971

To Presidents and Board Chairmen of Alberta Public Colleges

Dear Sir:

In the Spring of 1971, following discussions with Dr. Kolesar, I submitted a proposal for a study of the development of the Alberta College System with special attention to coordinative mechanisms. This proposal was subsequently approved for doctoral dissertation purposes at Michigan State University, and has also been recognized as contributing to the interests of the College Administration Project, Department of Educational Administration, University of Alberta.

The main sources of data used so far have been reports, records and minutes supplemented by a number of interviews. In order to bring the study to completion, however I seek your help in establishing actual perceptions of coordination held by leaders in the field.

I am grateful for the support and cooperation given to me by Dr. Kolesar who has also consented to the use of this questionnaire.

Your early response will be greatly appreciated in order that I may complete my project and submit my report to the Commission for your consideration.

Yours sincerely,

James M. Small

James M. Small
(Associate Professor)

QUESTIONNAIRE FOR COLLEGE LEADERS: PRESIDENTS, CHAIRMEN OF BOARDS, (OR ALTERNATES)

Please answer these questions, drawing on your knowledge of the total Public College System in Alberta. Please feel free to add any comments which you think would be helpful to me in understanding your perceptions of the Alberta College System, especially with respect to matters of governance and coordination.

I. Basic purposes of a system of coordination have been stated as follows:

1. To regulate and combine in harmonious action various components of the system.
2. To reduce conflicts between agencies having related interests, for example: Departments of Government, Universities, etc.
3. To be effective, that is, able to meet the needs and further the objectives of the colleges.
4. To be efficient, that is, able to serve the best interests of the province.

For each of the above purposes please indicate which are appropriate for the Alberta Colleges Commission. For those that you think are appropriate (checked "yes"), indicate your assessment of the importance of the purpose, and the extent to which it is achieved by the Commission.

Item	Appropriate		Importance						Extent of Achievement						
	Yes	No	not important	①	②	③	④	⑤	extremely important	not achieved	①	②	③	④	⑤ completely achieved
1	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )
2	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )
3	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )
4	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )

II. Tasks and Functions of a Coordinating Agency. Using the same approach as in the previous questions, indicate your perceptions of the performance of the Alberta Colleges Commission as a coordinating agency.

Item	Appropriate		Importance							Appraisal of Extent or Quality of Performance						
	Yes	No	not important	①	②	③	④	⑤	extremely important	low/ poor	①	②	③	④	⑤	high/ superior
1. Developing a master plan for all post-secondary, non-university education	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )	
2. Developing a master plan for public colleges	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )	
3. Allocation of programs and functions to colleges	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )	
4. Planning college facilities	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )	
5. Establishing standards for space utilization and plant development	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )	
6. Approving building plans	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )	
7. Determining financial needs of the public college system	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )	
8. Approving college budgets	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )	
9. Establishing auditing procedures	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )	
10. Pooling requisitions on the purchase of expensive equipment	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )	
11. Establishing standards and approaches to recruitment, pre-service and in-service education of academic faculty	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )	
12. Establishing standard personnel policies for non-academic employees	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )	
13. Establishing uniform codes in information reporting	( )	( )		( )	( )	( )	( )	( )			( )	( )	( )	( )	( )	

Item	Appropriate		Importance		Appraisal of Extent or Quality of Performance	
	Yes	No	not important ① ② ③ ④ ⑤ extremely important		low/ poor ① ② ③ ④ ⑤	high/ superior
14. Establishing special task forces involving college leaders and administrators	( )	( )	( )( )( )( )( )		( )( )( )( )( )	
15. Establishing special task forces involving teaching staff and/or students	( )	( )	( )( )( )( )( )		( )( )( )( )( )	
16. Elimination of politics in the determination of priorities	( )	( )	( )( )( )( )( )		( )( )( )( )( )	

III. Performance Characteristics of the Alberta Colleges Commission.

Item	Assessment				
	never,	seldom,	sometimes,	usually,	always
1. Data gathering techniques are sound	( )	( )	( )	( )	( )
2. Data gathered are relevant	( )	( )	( )	( )	( )
3. Gives a fair hearing to each college	( )	( )	( )	( )	( )
4. Establishes consensus among the colleges	( )	( )	( )	( )	( )
5. Allocative decisions are consistent with long-range plans	( )	( )	( )	( )	( )
6. Decisions and priorities are equitable	( )	( )	( )	( )	( )
7. Decisions and priorities are for the common good	( )	( )	( )	( )	( )
8. Takes a firm stand on decisions	( )	( )	( )	( )	( )
9. Determines capital needs of each college objectively	( )	( )	( )	( )	( )
10. Achieves equity in college budgets	( )	( )	( )	( )	( )
11. Relates the cost of new programs to budgets	( )	( )	( )	( )	( )
12. Unnecessary proliferation of courses and programs is avoided	( )	( )	( )	( )	( )
13. Successfully controls virulent competition between colleges	( )	( )	( )	( )	( )
14. Informal gatherings are encouraged among college leaders	( )	( )	( )	( )	( )
15. Formal mechanisms for exchanging ideas and information are effectively used	( )	( )	( )	( )	( )
16. Policies are established objectively	( )	( )	( )	( )	( )
17. Policies are applied consistently	( )	( )	( )	( )	( )
18. Sympathetic understanding of institutional philosophies, goals and aspirations is shown	( )	( )	( )	( )	( )

IV. Outcomes of Coordination

A. Current Situation in College Coordination

Item	Response: disagree or not at all ① ② ③ ④ ⑤ agree or to a great extent
1. Each college's community role is clearly perceived	( )( )( )( )( )
2. The colleges are free from the interference of universities and other post-secondary institutions	( )( )( )( )( )
3. The colleges are free from arbitrary government intervention	( )( )( )( )( )
4. Colleges are able to function well independently of each other	( )( )( )( )( )
5. The conflict level between local college boards and the Colleges Commission is low	( )( )( )( )( )
6. The conflict level between local boards and college presidents is low	( )( )( )( )( )
7. College programs have become standardized	( )( )( )( )( )
8. There is uniformity of academic and vocational standards between colleges	( )( )( )( )( )
9. Initiative in individual colleges is encouraged	( )( )( )( )( )
10. The components of a college's total program are well balanced	( )( )( )( )( )
11. The colleges are sensitive to community needs	( )( )( )( )( )
12. Community citizens are involved in the development of a college's program	( )( )( )( )( )
13. Administrative procedures are standardized	( )( )( )( )( )
14. In the Public College System the forces of change predominate	( )( )( )( )( )
15. Coordination results in greater gains than costs to colleges	( )( )( )( )( )
16. Coordination results in comprehensiveness of programs in the context of the total province	( )( )( )( )( )

B. The following problems were raised by college leaders at the conference with the Cabinet in August 1970, and the intent of the questions is to measure your perceptions of improvements which have occurred since then.

Item	Response disagree, or not at all ① ② ③ ④ ⑤ agree, or to a great extent
1. Problems of differences between colleges (new colleges, small colleges etc.) have been removed or significantly reduced.	( )( )( )( )( )
2. Problems of operating funds have been minimized	( )( )( )( )( )
3. Problems of capital funds have been minimized	( )( )( )( )( )
4. Inter-institutional relations are characterized by improved cooperation	( )( )( )( )( )
5. The community-service dimension is adequately supported	( )( )( )( )( )
6. Long-range planning rigidities have been removed or significantly reduced	( )( )( )( )( )
7. Relations with industry and community are satisfactory	( )( )( )( )( )
8. Incentives are provided for good college management at the local level	( )( )( )( )( )
9. Problems of program development have been removed or significantly reduced	( )( )( )( )( )
10. Satisfaction with the coordinative role of the Colleges Commission is high	( )( )( )( )( )

V. Review of the Past. Three distinct phases in the development of an Alberta College System can be hypothesized as follows:

Phase 1. Up to 1957, Characterized by private junior colleges offering transfer programs in affiliation with the University of Alberta.

Phase 2. 1957-1967, Characterized by the establishment of public colleges offering more comprehensive programs.

Phase 3. 1967 - , Characterized by provincial coordination first by the Provincial Board, and later by the Colleges Commission.

For each phase indicate your perceptions of the degree of centralization existing for each aspect of control.

Program Control

(Place a check mark on the Scale)

PHASE 1

Centralized: University, Government, or Provincial Agency Control — 1 2 3 4 5 6 7 8 9 10 11 12 — Decentralized: local college or citizen control

PHASE 2

1 2 3 4 5 6 7 8 9 10 11 12

PHASE 3

1 2 3 4 5 6 7 8 9 10 11 12

Fiscal Control

PHASE 1

Centralized ——— Decentralized

1 2 3 4 5 6 7 8 9 10 11 12

PHASE 2

1 2 3 4 5 6 7 8 9 10 11 12

PHASE 3

1 2 3 4 5 6 7 8 9 10 11 12

Control of Administrative Policies and Procedures

PHASE 1

Centralized ——— Decentralized

1 2 3 4 5 6 7 8 9 10 11 12

PHASE 2

1 2 3 4 5 6 7 8 9 10 11 12

PHASE 3

1 2 3 4 5 6 7 8 9 10 11 12

THANK YOU

CONSOLIDATED QUESTIONNAIRE RESPONSES

Item	Appropriate (yes)	(no)	Importance (1 & 2)	(3)	(4 & 5)	Average achievement
Section I						
1	11	0	1	1	9	3.3
2	11	0	0	4	7	2.6
3	11	0	1	1	9	3.5
4	11	0	1	3	7	3.4
Section II						
1	10	1	0	2	8	2.9
2	11	0	0	3	8	3.3
3	9	2	0	4	7	3.1
4	5	6	1	3	5	3.4
5	9	2	1	1	8	3.4
6	9	2	1	2	4	3.8
7	11	0	0	0	11	3.7
8	11	0	0	1	10	3.5
9	8	3	1	2	5	2.5
10	5	6	3	3	3	1.9
11	4	7	2	3	3	1.3
12	3	8	3	1	3	1.2
13	11	0	1	2	8	2.9
14	9	2	2	5	3	2.3
15	7	4	3	5	2	2.0
16	9	2	1	4	3	3.1
Section III						
1			1	1	7	
2			1	1	6	
3			0	1	9	
4			2	4	4	
5			2	1	7	
6			0	0	10	
7			0	1	9	
8			2	1	7	
9			1	2	6	
10			1	1	6	
11			2	3	5	
12			0	2	8	
13			1	1	8	
14			1	1	7	
15			2	1	7	
16			1	0	8	
17			0	3	7	
18			0	1	9	

Item	Response (1 & 2)	(3)	(4 & 5)
Section IVa			
1	2	4	5
2	9	0	2
3	6	2	3
4	0	2	9
5	0	1	10
6	0	1	9
7	7	3	1
8	3	6	2
9	1	0	9
10	2	3	4
11	2	5	4
12	0	3	8
13	6	2	3
14	1	5	5
15	0	5	6
16	1	2	8
Section IVb			
1	3	3	4
2	2	3	5
3	0	5	5
4	1	2	5
5	7	2	1
6	3	4	2
7	1	3	6
8	4	2	3
9	1	4	5
10	2	1	7
Section V			
Program Control			
I	9	1	10
II	9	1	5
III	7	1	3
	8	12	1	11
	11	10	1	11
	5	3	1	3
Fiscal Control			
I	9	12	10	12	12	12	11
II	9	7	6	10	8	7	11
III	4	1	5	4	1	1	2
Administrative Policies and Procedures			
I	9	12	10	12	11	12	11
II	8	1	8	12	8	1	11
III	1	1	6	12	2	1	8